THESIS

A STUDY OF THE CURRENT NAVAL COMMUNITY RELATIONS
PROGRAMS IN THE UNITED STATES: AN ANALYSIS
OF CIVILIAN-MILITARY RELATIONSHIPS

by

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PREFACE

This study is undertaken to explore an area in the Navy's public information program that is becoming more and more significant in this period of ultrasonic travel and sophisticated technology.

Greater emphasis is being placed on reaching the individual with a message informing him of his role and responsibility in keeping society traveling at the pace and direction it is currently moving. The competition in obtaining this individual's attention and service is keen. The ability to fully or even partially influence him will be that much more difficult in the near future.

Men at the executive level of government and also those similarly placed in the naval organization now realize just how difficult it is to attract and maintain individual support and understanding under these circumstances. Key personnel in the Department of Defense and in the Navy have recently indicated and demonstrated the importance of an all-out effort on the part of its personnel in up-dating armed services public relations practice. Directives from these levels have _just_ recently been distributed throughout the Naval Establishment's chain-of-command calling attention to this fact. Considerable "de-centralizing" of authority in the area of public relations has occurred, with greater responsibility being placed on the individual command at all levels.

As a result of this renewed vigor, community relations programs

in the Navy have and are undergoing certain transitions in their basic structure to conform to the directives described above. It is possible that some commands have not had the opportunity to fully implement the recent changes called for under these instructions. In this case, this project will be premature in nature, considering the primary objectives. It may well be worthwhile to conduct a similar study in the future for the purpose of evaluating a more realistic adaptation to the principles called for in these directives.

In any case, the primary concern of this paper is to study the structure, policies and practices of the Navy's community relations program at various levels in the organization at this time. Material contained herein will discuss satisfactory public relations techniques which will lead to an improved Navy community relations program. This is the goal in mind.

This research project does not aim to be specifically scientific; it seeks primarily to examine, describe and analyze the current Navy community relations practice.

The author extends his sincere thanks to the following faculty members for their helpful assistance and advice in the preparation of this thesis and throughout his course of study at Boston University:

Carol L. Hills, associate professor of public relations, and Albert J. Sullivan, associate professor of public relations.

Appreciation and thanks are also extended to the many other

individuals-both Navy personnel and civilians-who took time off from their regular duties to make available what information they had concerning Navy-Civilian relations in their communities. Among these were officers from the Office of the Chief of Information, Navy Department, Washington, D.C., and the public information officers from the various naval districts, commands and installations in all parts of the country.

Boston, Massachusetts

July 15, 1965   Norman D. Campbell

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PART I

"Much of our citizenry takes seapower for granted, never
surprised when Navy ships turn up in various hotspots around the
world. I hope Naval presence will always be available, but I em-
phasize that seapower is so important to our nation that it must
never be neglected or underestimated. There is an immense penalty
attached to failure to understand the use of the sea and the need
to control it."

Admiral David L. McDonald

Chief of Naval Operation

1964

CHAPTER I

INTRODUCTION

I. GENERAL INFORMATION

In January, 1965, this writer was briefed by the Navy's Office
of Information on the need for up-to-date and detailed studies in the
areas of Navy public relations. Included in these areas is the topic
of Community Relations in the United States. A thesis, written on
community relations, would require research on the material available
on naval incidents and public relations programs pertaining to the
community and its related structures.

Individual case histories have been written in this area of
public relations; however, no composite study in depth has been at-
tempted to the writer's knowledge. It is generally agreed that such
a study will contribute greatly to the field of Navy public relations.

This project has been conducted with the approval of the Grad-
uate Committee of the School of Public Communications at Boston Uni-
versity, where the author is engaged in postgraduate study under the
sponsorship of the United States Naval Postgraduate School, Monterey,
California.

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II. AREA OF STUDY

In evaluating the circumstances (e.g. changes in the field of
mass communication, expanded coverage of news, the sophistication
found in interpretive reporting of government affairs and operations),
the Navy has seen the need to modify its public relations programs to
meet these existing challenges.

These challenges have resulted in a renewed interest and em-
phasis in the Navy's role in the community. Research into the current
public contact methods will reveal the changes that have taken place.

The approach to this study has been first to examine the chang-
ing attitudes of the American civilian and military man toward each
other during this Cold War period. Next, an examination of the com-
munity relations policy and organization of the top echelon of all the
military services and Department of Defense, with particular emphasis
on the Navy's Office of Information, was undertaken. Finally, a study
of the community relations programs of a variety of shore commands and
installations was conducted throughout the Navy and the United States.
Units were selected by size, geographical location, and particular
role in fulfilling the mission of the Naval Establishment.

Methodology - The data for this thesis will be obtained from
three primary sources. These sources are identified as: (1) literature
research; (2) direct and indirect interviewing; and (3) development and
interpretation of case histories in the field of Navy community relations.

Material available in the professional journals and other library documents has provided an understanding on the theories and processes of communication, as they apply to this study. In addition, library research has been utilized in furnishing historical data on civilian-military relationships. This knowledge has aided in formulating and evaluating current information pertaining to this area of interest.

Direct interviewing was utilized in discussing the subject with several key personnel in the Army, Air Force, Navy and the Department of Defense. This method was used to determine the organization and policy of military community relations programs at the staff and executive levels of the armed forces, located in the Pentagon, Washington, D.C.

Direct interviews were also carried on with knowledgeable civilian and military people associated with several military units and bases in or about the Boston metropolitan area.

A recent trip to Washington also provided the opportunity to research and discuss material on file in the Historical Section, Office of the Chief of Navy Information.

The third method of research is merely an extension of source two noted in paragraph one. This step was necessary due to the limitations of time, travel and financial support. Case histories and other general information were obtained through correspondence with

public relations and information personnel of naval commands in the United States. The letter of explanation concerning this project and the accompanying questionnaire are found in the Appendices of this report.

The questionnaire was designed to obtain information and personal opinion regarding the structure, policy, practice and effectiveness of the command's community relations program. It was directed specifically to the personnel handling this responsibility--the commanding officer and his public information officer.

In order to obtain some comparative data, a variety of representatives was selected by service type and geographical location. A list of the naval commands surveyed and studied is also listed in the Appendices.

Purpose - This composite study is undertaken to determine the prominent and successful characteristics, as well as the defects, in the Navy's community relations operation.

The results of this research will be utilized to identify the least effective concepts and methods in public and community relations programs in the Navy.

III. PROBLEM

Statement of Problem - Perhaps the greatest single weakness in most information programs that fail to meet the standards of

present day practice is their lack of planning and conscientious participation.

Too many information people, civilian and military alike, look on community relations as a one-way street where a continual stream of traffic flows, always from the organization to the public. The traffic never stops on this street. It flows on and on, without pausing to see where it is going, whether it is needed in the first place, and what it can accomplish _if_ it reaches its destination.

This type of operation reduces community relations to publicity, and measures its success in the number of words produced or in the volume of press clippings collected every morning. It never gives a thought to the possibility that perhaps publicity is not needed and may not be desirable, or that a problem might exist that cannot be solved by publicity alone or by the type of publicity now being issued.

When conducted along these lines, a community relations program not only is ineffectual -- and therefore a waste of time and money -- but it may be detrimental as well.

The subject of community relations is described, in minimum terms, as being rather nebulous. Little, if anything, has been written on the subject in its _broadest_ sense, that of viewing community relations as the primary objective behind the Navy's overall public information program. This writer contends that a Navy

public relations effort is aimed directly or indirectly at some
particular community, whether it is at the national, state, county,
or city level; or at an individual, a small or large group, an
audience, etc. In this broad sense then, everyone involved in
Navy public information work today is engaged in some form of
community relations activity.

IV. IMPORTANCE OF STUDY

The job of telling the Navy story, in the manner and mag-
nitude it needs to be told, has become exceedingly more difficult.
Why is this so? One suggestion is that we are in an age of highly
scientific and sophisticated equipment and weaponry. Each new day
brings into operation a complex, technological development or com-
plicated change in operational policy.

Another possible suggestion is the gradually broadening mission
and scope of naval operations. The Navy, with its four fleets, huge
shore establishments, many thousands of aircraft, ships and personnel,
has greatly exceeded its earlier expectations. Therefore, it is es-
sential that the information branch make known, publicly, and without
endangering classified data, the commitments of the global Navy.

Recruitment and Retention - There are other responsibilities
that fall upon the shoulders of the Navy information program. And
these responsibilities are the recruitment and retention of top

caliber personnel. It is first necessary to clarify this statement.
In the naval organization, the direct recruiting responsibility belongs
to the Bureau of Personnel. The physical recruitment of personnel
belongs in the domain of this department of the Navy and it has its
own recruiting publicity organization. But, indirectly, these people,
who are and those who eventually become members of the naval service,
are obtained through the efforts of Navy information and public rela-
tions programs. Although there is a good deal of cooperation between
the recruiting service and the public information people, both in
Washington and in the field, the two segments are administered inde-
pendently. These coordinated methods of recruiting tell the Navy
story to the American public from whence this manpower will come.

In addition to the task of recruiting capable personnel, the
Navy and its public information service is faced with a more serious
problem at the moment. This happens to be the retention of its highly
trained and experienced, career-minded officer and enlisted personnel.
These men have been qualified to carry out their assigned mission
effectively and efficiently, whether it is a combat environment or
in a training situation. The problem is particularly acute in the
Navy's "critical skill" areas, where investments are high in training,
time and money.

The Navy has recently appointed a Personnel Policy Board, headed
by the Secretary of the Navy himself, to investigate the retention

problem and to recommend a program for its solution. Working under this board, and reporting directly to the Secretary of the Navy, is a Task Force headed by Rear Admiral John Alford. This group is serving as a fact-finding and analyzing body that will make initial recommendations to the Personnel Policy Board.

Retired Admiral Arleigh A. Burke, former Chief of Naval Operations, recently gave his views on the Navy's _internal_ problem to the Retention Task Force. He agrees that this group was undertaking the Navy's most difficult problem and their approach stood the best chance of coming up with practical solutions. He further stated: "The Navy still has a large reservoir of goodwill among the nation's civilian population, but efforts should be bent toward improving certain soft spots in the public image area."[1]

The Retention Group's approach that Admiral Burke referred to, was that of going directly to the source of the problem, communicating directly with fleet and shore designated enlisted and officer representatives. One of two important themes adopted from the West Coast Retention Symposium reflected the importance of the community relations program area stressed by Admiral Burke. The suggestion proposed by concerned personnel at this meeting called for a _more concentrated_

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[1]Admiral Arleigh A. Burke, "Burke Encourages Panel on Retention," _Navy Times_ (May 19, 1965), p. 7.

effort on the part of all commands to integrate Navy life with that of
the communities in which it operates.[2] It appears that the impetus given
to the community relations programs at the executive level is likely to
develop rapidly if the recommendations given at the symposia are adopted.

There is little need to elaborate on the importance of dedicated
and highly trained personnel to an organization. It is concluded that
success or failure of any strategic mission depends upon the cooperation
of its internal and external publics. This fact is just as true in the
naval service . . . conceivably more so. This is true anytime, but
particularly so in this time of uneasy peace.

It is understandable, then, why high ranking naval officers
attach a great deal of significance to an up-to-date and accurate "image"
of the Navy. Hence, these same officials not only picture public rela-
tions as as instrument necessary for the preservation of the national
security, but essential to the existence of the Navy and its mission,
as well.

V. LIMITATIONS OF STUDY

"Community relations, like public relations, defies definition
because experience and association of ideas brings to each definer his

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[2]James Parker, "New Look Proposed for Retention," Navy Times
(June 2, 1965), p. 2.

own connotations of the term."[3] There are, possibly, several notable

practitioners in the field who would rebutt this statement - Mr. John T.

McCarty, author of Community Relations for Business, is one. Mr. McCarty

feels that a company, or in this case a naval activity, can geographically

define its community and can specifically list its "publics."[4] In a

limited interpretation, this is true. But in viewing the community in

a broad perspective, as this study has done, this writer has to agree

with the former definition provided by the Small Business Association.

There are several factors that influence this feeling and also

contribute to the limitations discussed here. One factor is the broad

scope of this particular study. Research conducted here not only reaches

into various geographical regions of the United States, but into and up

the multiple layers of the naval chain-of-command. The breadth of this

study is bound to reflect certain disparities, as there are varying

degrees of responsibilities and exposure to the research area.

This wide dispersal will also call attention to the experience

and training of naval personnel responsible for the community relations

programs at the intervening levels. Naturally, those commands with full-

time, highly trained information specialists will show a more concentrated

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[3]Robert W. Miller, "Profitable Community Relations for Small
Business" (Small Business Administration: Washington, D.C., 1961),
p.1.

[4]John T. McCarty, Community Relations for Business (Washington,
D.C.: BNA Operations Manual, 1965), p.1.

and professional program than those commands limited by size and
trained personnel. As a result, it is conceived that several of
the questionnaires will be answered according to the criteria dis-
cussed above. Hence, the definition of community relations is likely
to be more closely aligned with Mr. Miller's SBA interpretation.

The very nature of this study is another limiting factor.
Again, the scope of community relations activities, publics and tech-
niques available, and under the conditions of restricted study, i.e.
distance, time, etc., limits the writer to a general discussion of
the topic. It would be extremely difficult to cover all related areas
in a project of this dimension.

Because of this situation, the writer is approaching the sub-
ject as being the focal point of the Navy's public information pro-
gram. In other words, every public relations endeavor of the Navy,
other than normal administrative processes, is viewed as being directed
at some public in the wide spectrum of communities - i.e. continental,
national, regional, state, city, etc. Therefore, community relations
processes, as described here, run the entire gamut of Navy public infor-
mation programs.

The publics that are identified in this category of community
relations programming are many and widely dispersed. In any successful
community relations program they are interrelated and interdependent.
With this understanding in mind, and for the purpose of narrowing the

field of study, this paper will concentrate primarily on the external publics involved in community relations activities. In this case, external publics refer to all citizens not employed by the Navy or serving in the Navy. These classifications are considered as being internal publics.

Internal information in the Armed Services is coordinated, to some degree, by the Armed Forces Information and Education Division of the Office of the Secretary of Defense. The Armed Forces Information and Education Program is carried out within the Navy by the Information and Education section of the Standards and Curriculum Branch of the Bureau of Naval Personnel.[5] Internal information, as well as the educational aspects of the program (administration of Armed Forces Institute courses and other off-duty training programs), is considered primarily a personnel function rather than a responsibility of the Navy's public relations organization.

VI. DEFINITIONS

The following terms used herein are defined for clarity:

Publics - "large or small groups of individuals tied together by some common bond of interest, affected by the same interests, and sharing a sense of togetherness."[6]

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[5]Navy Information and Education Manual (Navpers 16963), 1964.

[6]Scott Cutlip and Allen H. Center, Effective Public Relations (Engleside Cliffs: Prentice-Hall, 1964), p. 70.

Community - "a place, consisting of people, a communication network, and a past which lives on in tradition and values." Its people express themselves through groups. It is an arena of inter-action which frequently experiences social change.[7]

Naval Community - the geographical area encompassing the cities, towns, villages and rural settlements, and civilian publics residing therein, in which a naval command is located, or within which the members of the naval installations live, work and play.

Naval Command - a formal organization of the Naval Establish-ment, such as a naval activity, naval base, naval air station, naval district, or fleet unit. For this study, a command was considered as the executive and administrative at each level in the organization.

Community Relations - the summation of those actions and atti-tudes of the community toward a naval command or activity accumulated through mutual associations. Thus, actions and attitudes of members of a command and a community, individually, in groups, or collec-tively, affect community relations.[8]

Community Relations Program - that program developed at command level which "appraises community attitudes, identifies and relates command interests with its community's interest, and initiates pro-grams of action which are designed to maintain favorable relations

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[7]Irwin T. Sanders, The Community (New York: The Ronald Press Company, 1958), p.2.

[8]U.S. Navy Public Information Manual: Navexos P-1035 (Washing-ton: Navy Department, October, 1953), p. 115.

between the community on one hand and the Navy, as well as the naval
command, on the other."[9]

Community Activities - any function for the betterment of the
entire community, including fraternal organizations, non-profit organ-
izations, and social clubs. Examples: community chest drives, health
agency drives, church, service, political clubs, parent-teacher associ-
ations, and other activities acceptable to the community.

Navy Public Relations - includes all contacts with the public,
the effect of those contacts on the Navy, the evaluation of public
opinion, the consideration of that opinion in formulating and adminis-
tering Navy policies, and public information activities which include
the dissemination of information to the public and the use of other
techniques for promoting public understanding, good will, and high
morale. [10]

PIO - term given naval public information officers.

[9]Department of Defense Instruction 5410.18 (Washington: DOD,
April 21, 1965), p. 1.

[10]U.S. Navy Public Information Manual, loc. cit.

PART II

"God and soldier all men adore

In time of strife and no more;

For when war is over, and all things righted,

God is neglected . . . and the soldier slighted."

CHAPTER II

CIVIL-MILITARY RELATIONS

I. GENERAL INFORMATION

The subject of Civil-Military Relationships brings into focus
two common and provocative topics of discussion - civilian <u>control</u>
over the military establishment, and the <u>political</u> interests and
ambitions of military personnel. Neither of these two topics is in
direct correlation with this thesis, but both have a significant, and
also, indirect, bearing on the military establishment and its func-
tions in general. Consequently, each topic will affect basic mili-
tary-civilian relationships up or down the organizational structure.

The material presented in this section will reflect, in part,
a few of the comments and ideas of scholars interested in the area of
Civil-Military relations; the fundamental problems associated with
this particular field; and the development pattern of civilian-
military policy and its influence on both parties during the Cold
War period.

The objective of this part of the paper is that of identifying
and isolating the important elements and factors creating civilian-
military relationships at <u>executive</u>, <u>staff</u>, and <u>subsequent</u> levels
of government and the community. In so doing, it will be possible
to show the components essential to a military community relations
program, and later, discuss the effect and responsibility each has

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in making such a program a reality.

Current research indicates that Civil-Military relationships, keeping within the boundaries and context established for the thesis, narrows down to two rather distinct and complex areas. One area being the relationships that exist between high level military staff members and civilian Department of Defense and Congressional officials at the top rung of government. The other being the relationships between personnel of the military installation and the community civilian citizen at the lower or "grass root" echelon. Much has been written on the scope and diversity of civil-military relations at the legislative end of the political spectrum; however, little has been noted at the opposite or community end.

Realizing the shortage of subject matter of the "grass root" level, and being aware of the distinquishing disparity of information between each area, has led to a review of both areas. This step is considered necessary if a person wishes to fully understand the social and political implications which tend to influence military public relations.

In order to do this, one should look upon military public information as an entirely dispassionate statement of fact. It normally contains no element of persuasion. Yet its aim is to increase public understanding and support of the armed services. It is designed to produce certain types of behavior on the part of the public, behavior that is considered favorable to the services and in the public interest. There is nothing inappropriate in attempts by units of government, including

the armed services, to achieve public understanding of their missions and problems, or public support for their activities. Without such public understanding and support, no large governmental unit could function.

If this action is considered too aggressive and too political, then, in the estimate of the writer, it should be considered a dis-function on the part of a democratic system and not solely the blame of the military establishment itself.

II. BACKGROUND INFORMATION

In the post-World War II period, and particularly since the Armed Forces Reorganization Act of 1947, a great deal more emphasis has been placed upon military information programs. There are several reasons for this concern.

One reason, generally shared by those in the military, is the changing attitudes of the American people. Public opinion and re-action toward the Armed Services in peacetime is not the same as it normally is in time of war or national emergency. It appears that when the United States is in a period of marked national prosperity and/or sustained peacetime operation, the "national loyalties and feelings toward the military will tend to recede in contrast to periods of acute national crisis." [1]

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[1]Charles E. Bidwell, "The Young Professional in the Armed Service," American Journal of Sociology, Vol. 26, June, 1961, p. 360.

According to Mr. Charles E. Bidwell, a Harvard University professor, "the Armed Forces, in the absence of a perceived national crisis, are unable to generate specific national or military loyalties in the general citizenry."[2] This is a rather provocative statement; one that we in the military cannot entirely agree with. It does indicate, however, that a transition does take place in the public's thinking toward the military establishment.

A sense of apathy seems to exist in the general public concerning matters pertaining to the peacetime military and its personnel. This may be attributed, as Janowitz explains it, to the fact that a civilian views the military as a rigid and authoritarian organization. This heavily stratified image does not accurately reflect the military's new reliance on persuasion and negotiation in its adaptation to new and current demands (e.g., expanding non-military functions and increasingly complex co-ordination).[3] It is conceded that this feeling or image cannot be attributed to any one cause. It would be most difficult to isolate just a single reason.

The important point, of course, is to recognize the fact that apathy can and does exist. That public opinion does fluctuate in regard

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[2]Ibid., p. 367.

[3]Morris Janowitz, The Professional Soldier: A Social and Political Portrait (Glencoe, Ill.: Free Press, 1961).

to the armed forces and their roles in the nation's security.
Walter Lippmann, in an article written for The Common Defense by
Huntington, proposes that "public opinion not only determines the
level of military magnitude but that it also tends to restrict,
reduce, and limit that magnitude."[4]

In moving nearer to the context of this paper, Mr. Lippmann
further stipulates "the public is insensitive to the requirements
of national security and insistent that the security budget be
limited to avoid the curtailment of more popular domestic programs
and to achieve a reduction in taxes.[5]

The prevailing attitude toward the armed forces has been a
distressing problem in the past. Recently, several officers in
the military have expressed concern over the declining prestige
of armed services personnel and the military career in general.
The basis for this concern is the fact that "the military man is
regarded in many circles and by many people as a 'second class' citi-
zen."[6] The American public esteems an enlisted man in the armed
services as sixteenth after a plumber and a garage mechanic.[7] What

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[4]Walter Lippmann, The Common Defense, ed. Huntington (New York:
Columbia University Press, 1961), p. 235.

[5]Ibid.

[6]Captain F. L. Delorenzo, "The Second Class Citizen" (Direction-
Guidelines in Public Information, January, 1961), p. 4.

[7]Captain B. W. Blee, "Prestige and The Navy Family" (U.S. Naval
Institute Proceedings, November, 1964), p. 59.

makes this information particularly disconcerting is the fact that this country is in an age of military technology, a period which requires highly skilled and professionally trained men.

Under these circumstances, the Navy has become increasingly aware of its responsibilities of keeping the public informed. Secretary of the Navy, Paul H. Nitze, has personally taken over the responsibility of expressing the importance of public information to his branch of the service.

In a speech before the Navy League National Convention in Dallas last May, he indicated his growing interest in public relations. He said:

> Now, as much as any time in our history, the naval service needs to have our people kept informed of the necessity for and the mission of our Navy--What it is doing to meet our peacetime obligations--What are our preparations for war--What are our requirements.[8]

It is understood, then, if the Navy is to overcome the sense of public apathy, and its role in maintaining national security preserved, the American people have to be told the Navy story. The Navy's strength and further development depends upon public enlightenment and public support.

III. A CHANGE OF OPINION AND POLICY IN THE MILITARY

A naval command, like an individual, has an obligation to

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[8]Paul H. Nitze, "Stress on the Navy Image", Navy Times (February 12, 1965), p.4.

serve the community in which it is located, if it is expected to derive

the maximum benefits of community life. In the past, too many people in

the Navy neglected to realize that they had an obligation to contribute

to the survival, security, and well-being of the community.

"The Naval Establishment," according to one former naval public

relations specialist, "is a social institution which should be operated

for the benefit of the communities in which naval commands are located,

as well as in the interest of the nation's taxpayers, naval personnel,

and the Navy."[9] In this respect, the naval command must exercise its

civic responsibility in order to promote good community relations for

the Navy.

There is a growing awareness in the Naval Establishment that a

sound community relations program is basic to a successful public in-

formation program. Cutlip and Center, in Effective Public Relations,

stated that "there has been a complete about-face from the days when

the Navy post was once an isolated island in an unconcerned community."[10]

The key to this policy of being "a part of" instead of "apart from" the

community was laid down by the Doolittle Board shortly after World War II.[11]

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[9]Leonard R. Kojm, unpublished Master's Thesis, Boston University,
1956, p. 22.

[10]Cutlip and Center, op. cit., p. 440

[11]Ibid.

Industry and business have, in the past, spent large sums of money without any appreciable benefit because they failed to recognize the importance of a sound community relations program.

The Navy, too, has been guilty in the past of taking community relations for granted, of failing to back up its messages with suitable actions. The transition and emphasis noted by Cutlip and Center above hasn't ended on that note. Actually, this theme was only a new beginning for a dedicated and concentrated effort to find a more meaningful and effective approach. Command attention, from the Secretary of the Navy on down to the smallest naval facility, is currently revitalizing every aspect of the Navy's community relations program.

There are several reasons behind this significant movement, among which are listed: increased stress on the Navy's public image and the earnest desire to solve its manpower retention problems.

As mentioned earlier in this section, Mr. Nitze, the Navy Department Secretary, is one of the primary reasons behind this current impetus. Although this particular discussion has been going on for sometime, this is the first time it has received attention at such high levels.[12]

Admiral David L. McDonald, Chief of Naval Operations, has followed suit by stating: "In order to get the Navy story properly before

[12]Admiral William P. Mack, comments in "Stress on Navy Image", Navy Times (February 12, 1965), p. 4.

the public, we must have consolidated effort. Each command must take its share of the burden. To do this, it is <u>mandatory</u> that each command have a highly qualified public information officer, either serving on the job full-time, or having the responsibility as a collateral duty."[13]

In advising top military leaders in 1963, Army Chief of Staff, General Earle Wheeler, said:

> The community relations program is intended to promote abiding cordial relationships between the military and the citizens of towns and villages adjacent to military installations. Military men and women in uniform and our military civilian employees who take an enthusiastic and active part in community affairs enchance the prestige, influence, and public understanding of the military as a whole. Command interest, attention, and supervision are essential to successful community relations program.[14]

Admiral William P. Mack, the present Navy Chief of Information, recently reflected on the changes that have and are taking place in the Naval Establishment's public relations organization. He pointed out that the executive branch of the Office of Information has changed from a handful of civilian newsmen in 1917 to a present staff of almost 100 military and civilian personnl. Change is also apparent in the structure of the fleet and shore establishments as specialists,

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[13]Editors, "What to do Until the PIO Comes," <u>Direction</u> (April, 1965), p. 2.

[14]Cutlip and Center, <u>loc. cit</u>.

sub-specialists and collateral duty information officers become more
readily available and are called upon to advise command on public re-
lations matters.[15]

This change in structure and category also reflects a change in
current thinking. The increased emphasis on public information pro-
grams in the past few years is indicative of a growing concern within
the Navy for public relations and the Navy image.

The emphasis placed on military public information programs is
likely to continue into the future. More and more people, skilled in
the techniques of communication and information services, will be re-
quired to meet this demand.

The Chief of Public Information of the Marine Corps, Brigadier
General Arthur H. Adams, confirms the important role of active public
relations programs in the military.

In a recent speech delivered to graduates of the Defense In-
formation School, Fort Slocum, New York, General Adams stated:

In the long run, public support and understanding of our
services is the sum total of what people know about what we
do - and this is based largely on what you, as information
specialists, tell them what we do. In short, we must adver-
tise our service.

He also stipulated:

It is only through mutual trust between the services
and the news media that we can build sound public relations

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[15]Rear Admiral W. D. Mack, "Change," Direction (January, 1965),
p. 2.

for the services and achieve our information objectives
of public support and understanding.[16]

In the not too distant past, an attitude of "let our actions
speak for themselves" prevailed throughout the Navy. The consensus
today is that although public relations projects are those which
are based on significant achievements, the Navy's actions do not
"speak for themselves."[17] Why? Primarily because of the competi-
tion and complexity found in the mass communications field. This
places the Navy in an awkward position. If it does not enter the
field of competition for public understanding and support, it can-
not expect to continue the progress essential to the modern Navy.[18]

IV. CIVILIAN ROLE ON FORMULATING UNDERSTANDING

Prior to 1941, the majority of the naval installations in the
United States were small, as the Navy itself was limited in size,
and there was minimum contact between the naval base and the civil-
ian community. The Navy and the local civilians generally lived apart
from each other. There were only occasional business dealings - in
the purchase of equipment and supplies - between the two groups. As
a result, only a limited percentage of civilians became familiar with

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[16]Brigadier General A. H. Adams, "Graduation Ceremony Speech,
Defense Information School," Navy Times (March 20, 1965), p. 19.

[17]Rear Admiral W. P. Mack, loc. cit.

[18]Ibid. p. 3.

Navy personnel. Few civilians really understood the Navy way of life. There was no particular need for civilian community effort to generate better relationships; or so they thought. The same general feeling prevailed throughout the naval encampment as well.

However, the events of World War II changed this situation rather abruptly. The inducement of many million men and women into the military services brought greater exposure to the people of the civilian community. Nearly every family in America, not just those near the military base, were anxious to learn more about the serviceman. The Navy could no longer live apart from the civilian community. It wasn't unusual for a town or a city to suddenly find its normal civilian population greatly increased by the establishment and/or enlargement of the military installation. Large crowds of servicemen in uniform became commonplace rather than unusual.

Naturally many military-civilian problems arose during this period. However, patriotism was at its height and civilians quickly demonstrated their willingness to aid the people in the service of their country. Military personnel were given preference in many activities. This was usually the case despite the many inconveniences brought on by the vast number of service personnel in the community.

In retrospect, many of the problem areas, in most instances, could have been avoided with careful planning and closer cooperation between the community and military authorities. The primary concern of all parties, however, was to win the war. The primary objective of the

military personnel was to train men and end the war victoriously. The task was made easier by the wholehearted support of the public.

Following World War II, the rapid demobilization of all the services brought about many changes in the structure of the armed forces. Many of the military installations and surrounding communities returned to their pre-war environment and interests. All individuals involved - civilian and military alike - looked forward to the return to "normalcy."

During the last half of 1947, threatened moves by Soviet Russia forced the United States into more serious planning for military activity. The international situation became more tense in 1948. The need for more military manpower and civilian assistance became readily apparent.

In October 1948, when the military strengh of the Nation was increasing, the President's Committee on Religion and Welfare in the Armed Forces was formed. The requirement for such a committee was evidenced by the growing realization that the American public was gradually returning to the pre-World War II attitudes toward men in uniform. In order to get a first-hand report on the state of morale and the actual community relations in existence, members of the committee visited many military installations and their adjacent civilian communities.

Within a relatively short period of time after the committee was organized, it became convinced that there was a definite need for

more and better community services for military men and women. The
committee found many organizations and communities doing a commend-
able job. But, in other communities, there were regrettable indif-
ferences to the welfare of servicemen and women.

In too many instances, the committee found an attitude of
indifference which reflected a lack of coordinated effort on the
part of the people in the community. The first report -- "Commu-
nity Responsibility to Our Peacetime Servicemen and Women" -- and
those which followed later, cited the community responsibilities to
the Cold War military personnel.

Shortly thereafter, and continuing on through the present
time, articles have appeared in several notable magazines deploring
the ill treatment and unsatisfactory relationship toward personnel in
the armed service of their country. A recent article entitled "Pau-
pers in Uniform," written by a husband and wife civilian correspon-
dent team and appearing in the March, 1965 issue of Reader's Digest
is such an example. These and other methods help to bring to the
attention of the American people the public attitude toward the indi-
vidual men and women in the military service.

In the Cold War Period, the fluctuating strengths of the armed
forces, the magazine articles, the President's Committee, and the
actions of individual civic and military leaders in various parts
of the Nation have resulted in greater awareness of the civilian ob-
ligations to the military personnel--and vice versa. The threat of

Communism and the constant possibility of limited war involving this country, resulted in a new realization by the publics that military readiness would continue for a long period of time.

The civilian populace also made a greater investment in the military services, more than in any previous peacetime period. This investment included not only financial backing but sons, husbands, and even daughters and wives of the American people. The "isolated" community of the past, whether a military installation or an adjacent town or city, was no longer feasible, nor desired.

Responsibilities and Needs Today - It is the responsibility of both the commanding officer and the civilian leaders to promote growth and development of community relations projects. The military citizens can and should be made a more integral part of the community. This action will not only be conducive to a better community, it will also improve the citizenship characteristics of the military and civilian individuals involved in such a project.

This responsibility will help keep alive the virtues of a democratic society, and will encourage the growth and development of future citizens during on-duty and off-duty hours. Personnel morale must be maintained at a high level. This can be accomplished by demonstrating to the people concerned their increased usefulness in citizen and community activities. This responsibility does not rest entirely with the commanding officer. It must be shared by the community and
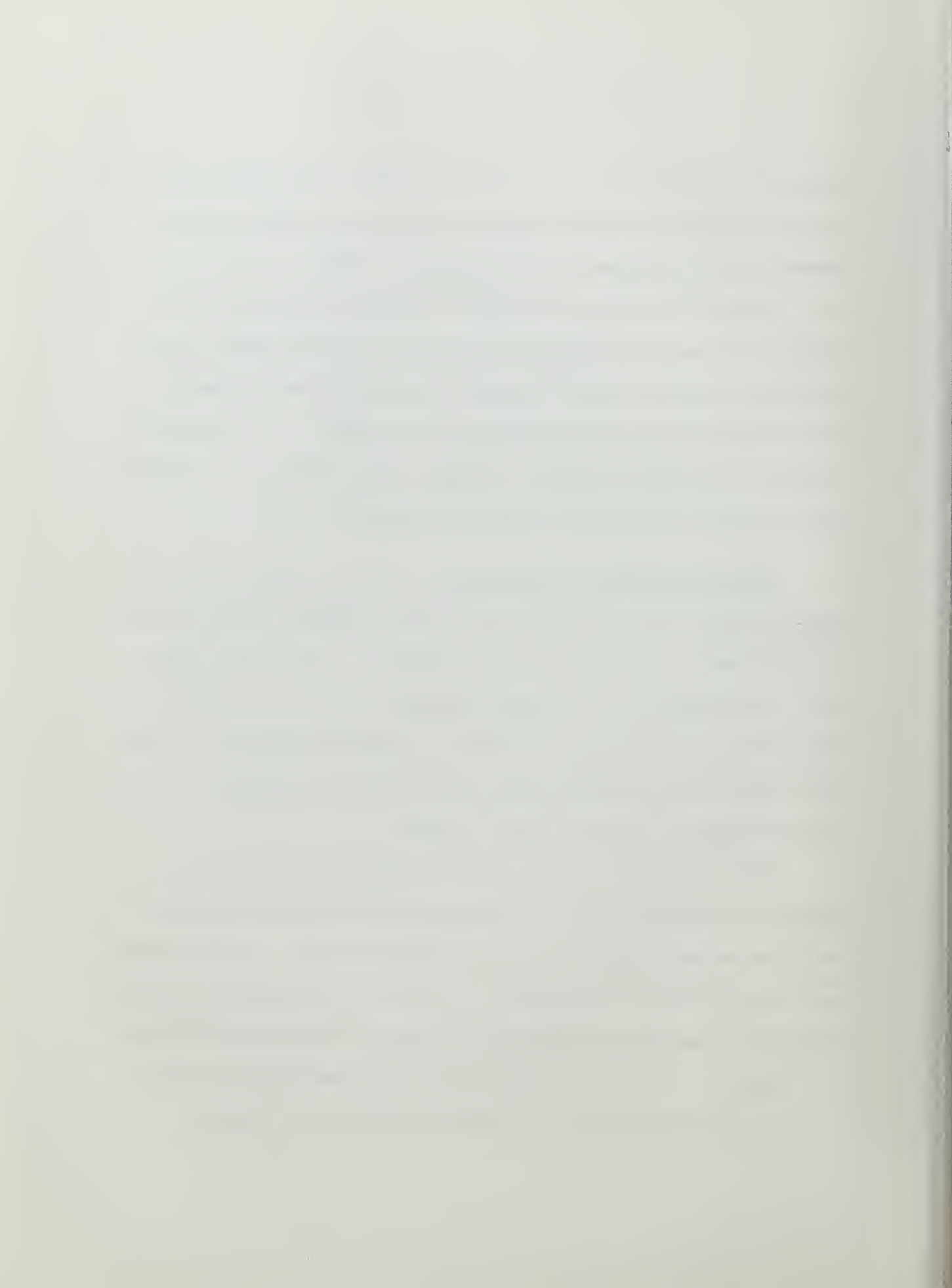
civic leaders too.

What, then, are the specific responsibilities of the civilian communities to the military personnel? The President's Committee on Religion and Welfare reported that "the basic responsibility for providing for the religious, moral, recreational, and other needs of the men and women of the armed forces while they are in the communities rests with the civilian community itself.[19]

The Committee further reported that this obligation is one not only of the local community, but of the entire nation.

> Military men and women have a profound effect upon our social fabric, and, therefore, support for their religious and moral well-being is an inescapable obligation that faces the whole nation. It is not charitable in nature, nor even humanitarian, but it is a matter of high personal duty.[20]

The civilian community which satisfies its basic responsibility to the serviceman, as reported by the President's Committee, fulfills the basic elements of good community relations -- that of being a good neighbor. Community interests in religious, moral, recreational, and other welfare needs of military personnel will perhaps do more than any other one thing to affect the attitudes of individual servicemen toward the civilian community. Interest such as this can hardly result

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[19]President's Committee on Religion and Welfare in the Armed Forces, Community Responsibility To Our Peacetime Servicemen and Women (Washington, D.C: U. S. Government Printing Office, 1949), p. 20.

[20]Ibid. p. 3.

in anything but a favorable attitude for Navy personnel.

Worthwhile free time activities are essential to civilian ways
of life, but they are even more essential to the noncombat military
life. Fewer obligations of a military nature result in more free time,
in some instances, in the Cold War setting than in a combat environment.
It is largely during this free time that the Navyman comes in contact
with the civilian community. Many of the influences which affect the
servicemen stem from their civilian contacts during the off-duty hours.

A former Air Force Chief of Staff, General Curtis LeMay, re-
counted, to some extent, the national problems which result from a
large Cold War military force. He mentioned, "Much is being said these
days about the price, in money, that must be paid for continued military
strength. There is a tendency to overlook the disturbed human relation-
ships and the personal sacrifices that result from keeping /nearly/
three million men /and women/ in uniform."

Other national problems include that of a proper understanding of
the armed forces and their personnel. At the present time, global events
have caused some people to recognize the need for sizeable military es-
tablishments. These individuals are normally the ones who contribute
the most towards improving the standard of relationships that exist be-
tween the military installation and the community. Unfortunately, there
are far too <u>few</u> people who accept the policy that a large-scale war is
<u>avoided</u> by maintaining a ready armed forces contingent. The remaining
people tend to be apathetic or lethargic in their attitudes toward civil-

military relationships.

In addition to the global events, day-to-day reactions of civilians will affect national policy toward the military services. If the civilian-military relations are not good and the civilian acquaintance with the military personnel is predominantly with those who are disorderly and undisciplined, distrust will result. On the other hand, if civilian association is largely with those persons who utilize their off-duty time in a constructive manner, there will be more pride and confidence in all cases for both civilian and service personnel.

The solutions to the national problems posed by Cold War armed forces depend a great deal on the community located near the military installations. It is here that most contacts between the civilians and the military are made, and it is here that most problems originate.

The naval personnel today -- officers and enlisted men and women alike -- are indoctrinated on the importance of cooperation with civilian leaders and participation in community affairs. They are aware that the Navy is a function owned and operated by the people of the United States, and that they, as members of the Navy, must answer to the civilian society. They do not expect any extra consideration because they are a part of the armed forces. These people simply want to do their share in maintaining national security and be recognized for it.

The civilian community has now and will continue to have the

responsibility of accepting military personnel as individual members
of the community. The community may assist by providing servicemen
and women the same privileges and opportunities that are given other
members of the American society.

In so doing, the city or town can expect certain other benefits
for good community relations. Civilians will acquire greater knowledge
and understanding of the Navy and their functions and problems. With
this will come certain changes in individual and community attitudes
toward the Navy. Better civilian understanding will aid in furthering
good relations. The two will develop together within the community --
a beneficial community program and improved attitudes and acceptance.
Each faction reinforces and complements the other. All these factors
will result in more interest by the public and greater pride and respect
for the Navy by civilians and greater respect for the community by the
Navy.

V. MILITARY ROLE IN FORMULATING UNDERSTANDING

Whether the armed services enjoy good civil public relations is
contingent on how people regard the military establishment. The atti-
tude of the military installations' neighbors and friends toward the
service life; the success or failure of the services to obtain suf-
ficient appropriations to operate and carry out the missions assigned;
the number of recruits it enlists; the rate of reenlistments; attri-
tion in the professional officer ranks; the support received in cities
and towns through the country - all these, plus a good many more,

are the yardsticks that must be used to measure the public relations

climate toward the military services. The same is equally applicable

to the other executive agencies of the Government.

The military role in formulating understanding has taken on a

significant and effective meaning since the advent of the Cold War

in 1946. This fact, plus the influencing characteristics of the

military Reorganization Act discussed earlier, has considerably influ-

enced the growth and sophistication of the Civil-Military relations

program at all levels. Cutlip and Center, in Effective Public Re-

lations, describe the change brought about in military public relations

during this period.

> Military public relations has experienced a sounder,
> more orderly development since World War II. A basic
> lesson was driven home by the overnight dismantling of
> the military machine. In response to public opinion, the
> armed forces were quickly stripped down after the war's
> end. The public, understandably, assumed victory in war
> meant peace. Those charged with providing national secu-
> rity saw the necessity for rebuilding the machine.[21]

Civil-Military relations programs in the military establishment

are conducted at all levels of command, both in the United States and

overseas, by units and organizations having a community relations

responsibility. Community relations programs include, but are not

limited to, such activities as liaison and cooperation with associ-

ations and organizations and their local affiliates at all levels;

armed forces participation in international, national, regional, state

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[21]Cutlip and Center, op. cit., p. 431

and local public events; installation open houses and tours, embarkations in naval vessels, orientations tours for distinguished citizens; people-to-people and humanitarian acts; cooperation with government officials and community leaders; and encouragement of armed forces personnel and their dependents to participate in activities of local schools, churches, fraternal, social and civic organizations, sports and recreation programs, and other aspects of community life.[22]

The interest, understanding and cooperation of the civilian community in the Defense Department activities are dependent upon a sound armed forces community relations program both at home and abroad. The goal of this program is to develop, improve, and maintain the full understanding by the American people and their overseas allies, and their support of the mission of the Department of Defense to defend the United States and the Free World; to demonstrate United States' partnership with her allies in collective security; and to develop an awareness that United States military personnel are dedicated, highly trained individuals.[23]

The morale of all military personnel is affected by the favorable or unfavorable attitudes of the civilian community towards their mission and their presence in the area. Active participation of military units and military personnel and their dependents as individuals in civilian

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[22]Department of Defense Directive 5410.18 (April 21, 1965), p. 2.

[23]Ibid.

activities, organizations, and programs is an important factor in
establishing mutual acceptance, respect, cooperation and appreciation
between the armed forces and civilian communities affected by their
operations.

Today, no responsibility is more important to the military than
learning to live with its civilian neighbors as an integral and desirable
element of the community.

To achieve this goal, an organized, continuous working partnership
is required between the military establishment and the civilian communi-
ties adjacent to its installations. This working relationship should
encompass every area where military community life and civilian community
life touch each other. One of the most effective ways to maintain a perma-
nent military and civilian community partnership is through mutual appreci-
ation of the other's interests.

The maintenance of public understanding of military objectives
requires an interchange of information. It is basic that efforts be
directed toward creating and continuing understanding between civilian
groups and the military establishment. Both are singly interested in
the Nation's welfare, but neither can fully assume such responsibility
alone. The military has an obligation to all recognized organizations
to advise and assist them on military matters.

The need today is for the individual at the community level to
understand seapower and the part it plays in the future of the Nation's
security. This undertaking may be brought about by showing how local

Navy units contribute to defense effectiveness, although all groups endeavor to accomplish specific objectives within their fields of interest. By the range of their influence, civil organizations constitute an easily accessible medium for reaching the individual and for telling the Navy story.

Activities at military installations differ greatly from those of civilian communities. Differences between the two elements sometimes cause problems that cannot be cured by mutual discussion or exchange of ideas. The noise of a jet aircraft or poor behavior of military personnel on shore liberty, for example, will probably continue to annoy those affected regardless of discussions on the subject. Explanations of these and other inconveniences to the community caused by vital military operations, help create a climate of mutual understanding and tolerance.

The mission of community civil-military relations, then, is to create a climate of mutual understanding and knowledge between a military installation and its surrounding community.

Military Information Program - The military information program was established to increase the degree of understanding and knowledge the American public possesses concerning the military establishment's missions and requirements. Recognition of public interests and attitudes is essential, since the role of the "power for peace" in our national defense structure eventually must be resolved by the citizens of the United States.

It should be realized that public understanding cannot be achieved if proper understanding is not present within the military establishment. Therefore, an initial step in formulating a program to carry out the primary objective must be to develop the personnel resources. Each individual in the Navy, military and civilian, must be thoroughly familiar with the roles and missions of the Navy in particular, and the military in general, and become a source of reliable and factual information for all the publics with whom he or she comes into contact.

The functional objectives of the community relations program support the basic military establishment's policy that harmonious relations with the civilian population will be fostered in all military activities. This applies to all communities and organizations affected by military operations, as well as public audiences who witness military participation in special events and training exercises. These objectives might include activities that:

1. Recognize the interrelationships of the military and communities where military units are located.

2. Maintain for military personnel a program of orientation which emphasizes the effect their words and actions have on public impressions and opinions of the military.

3. Cooperate with community, state, and organized civilian groups in furthering public understanding of the military's "power for deference."

4. Establish the military as a desirable element of community through participation in community activities.

5. Maintain an awareness of community attitudes toward the
    military and factors contributing to these attitudes,
    so that a state of mutual acceptance, respect, and co-
    operation may be established.[24]

The above objects are provided as common goals for public infor-

mation officers and commanding officers in developing their public and

community relations programs.

Commanding Officer Responsibilities - Military leaders today are

faced with increasing responsibilities as the military missions become

more complex with each scientific and technological advance. In addition,

because of the world-wide scope of military operations, its personnel are

in contact with millions of people involved in the idealogical conflict

between the Free World and communism. Commanding officers are responsible

for preparing their personnel for this experience.

The importance of this step is reflected in the foreward of the

Information Manual for the United States Air Force, in which it states:

> The information program is a command function and its
> success depends on the personal support the commanding
> officer gives it. The commanding officer's responsibility
> to conduct a vigorous, imaginative public relations program
> is inseparable from his responsibility for the operational
> mission. Combat effectiveness - upon which deference of
> war depends - can be maintained at its peak only if morale
> and motivation are high and public understanding exists.
> These depend upon the closest day-to-day cooperation between
> the commanding officer and his public information officer.[25]

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[24]Air Force Information Manual: 190-4, Department of the Air Force
(20 November 1964), p. 56.

[25]Ibid., p. i.

The military information program assists commanding officers in accomplishing this task. Each aspect of the program in some measure increases the individual serviceman's knowledge of national and international affairs, fosters pride in the military and the uniform he wears, and sharpens awareness of his responsibilities as a citizen of the United States.

Each commanding officer is responsible for the effectiveness of his information program. In nearly all cases, he will be assisted by a public information officer, in a primary or collateral duty, who is assigned to his staff. He may or may not be a trained communications specialist. The commanding officer must insure that the person selected as his information officer has the qualifications for this important function. This is the first vital step to an effective information program.

It should be pointed out here that commanding officers without a full-time public information officer to assist them <u>are</u> <u>not</u> relieved of the responsibility of conducting a public relations program.

In addition to the proper selection of a public information officer, each commanding officer must take a personal interest in the program. He should participate in the many facets of the program, such as briefing personnel on pertinent matters and topics of interest and concern to them. He should encourage members of his command to represent the military in community civic functions and activities.
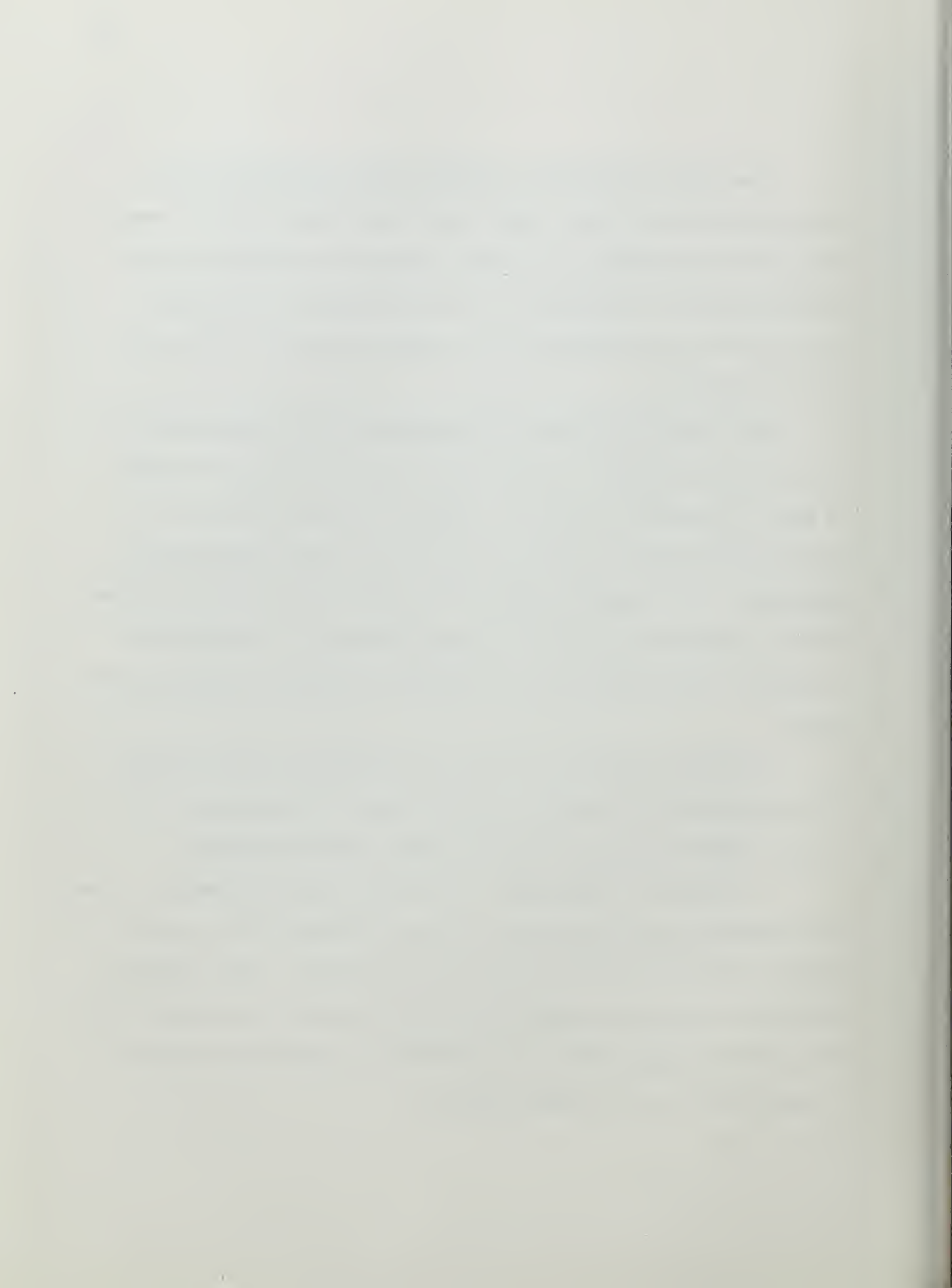
<u>Public Information Officer Responsibilities</u> - The public infor-
mation officer works for the commanding officer as a supporting element
of his staff. The responsibilities of the information officer are dele-
gated to him by the commanding officer.

The position as a staff member was established with direct access
to the commanding officer, a necessary prerogative if the information
officer is to carry out his assigned duties with any degree of success.

As a staff member, the public information officer is in a position
to advise the commanding officer and other staff members on matters re-
lated to information functions. This requires a broad knowledge of naval
operations, and the ability to foresee the impact on internal and external
publics of proposed command and community actions.

The PIO is normally qualified to suggest modifications or additions
to programs under other staff agencies to increase the effectiveness of
military personnel, both as producers within the military and as repre-
sentatives among the public.

In performing the responsibilities assigned by the commanding
officer, the PIO will serve as staff counsel on information matters and
will organize, direct, and operate the public relations program. This
includes providing information to military personnel, providing information
about the military to the public, and insuring the best relations between
the military and the local communities.

The public information officer must devise an organizational struc-
ture to assist him in conducting the overall public relations program.
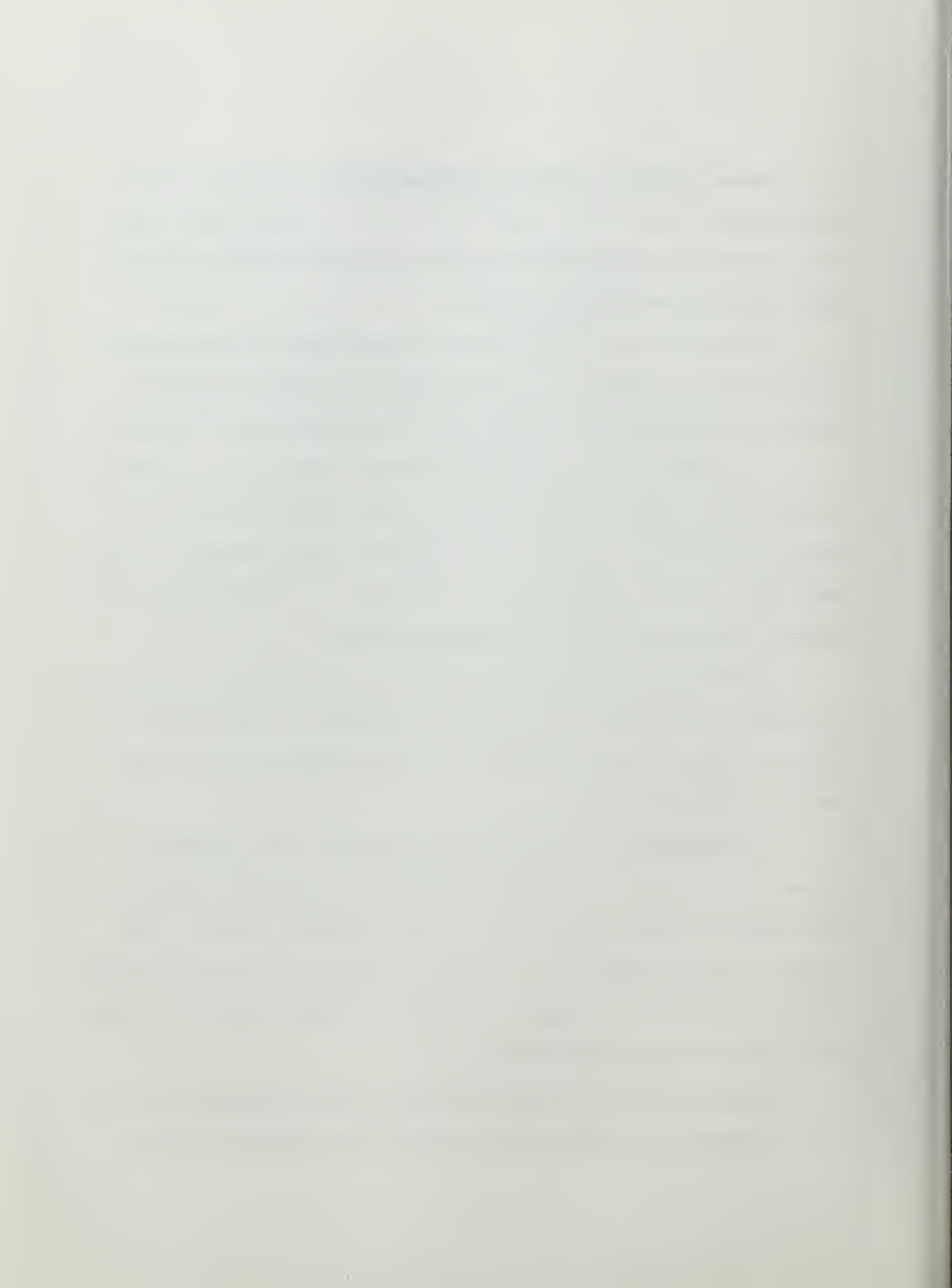
This includes determining functional responsibilities, manning require-
ments, and assignment of personnel.

The specific duties and responsibilities will vary with the role
and mission of the military installation or unit; its location in relation
to metropolitan areas, industrial and business firms, and military activity
centers; and other factors, such as command and commanding officer public
relations emphasis.

VI. THE INTEGRATION CONCEPT ON PUBLIC UNDERSTANDING

The armed forces' organization has often been viewed as the source
of thought or policy which over-emphasizes the use of force in the resolu-
tion of conflict. This is true whether it is a domestic or international
issue.[26] An assumption such as this, according to Janowitz, writing in
the Professional Soldier, overlooks the extent to which the armed forces
are a creation of the larger social structure, and the extent to which
they serve the economic and political needs, as well as the security needs,
of the civilian population.[27]

Many prominent and influential citizens retain the forceful and
authoritative image of the military establishment despite the increasing
flow of communications about military affairs. However, it is worthy to
note that the number of individuals with this impression is slowly dimin-
ishing as society evolves in the direction of an informed and concerned
plurality.

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[26]Janowitz, op. cit., p.4.   [27]Ibid.

Political Implications – In a democratic and free society, the
military organization in domestic politics is limited; its influence
is noticed mainly in the conduct of foreign affairs and defense policies.
This participation is regulated chiefly by the wording and strength of
the United States governmental Constitution. It states specifically
that military functions and policies will come under civilian control.
The final enactment of military matters has been and will continue to be
a civilian responsibility. This is not to say or indicate that the mili-
tary does not have its politically minded individuals. Like any bureau-
cracy, the military establishment has its own political leaders. These
individuals, however, differ in nearly all cases from the civilian poli-
tician – in their thinking, in their idealogies, and in their public
behavior. The military political leaders are more concerned with internal
management of the armed services. At the same time, they are interested
in relating the military functions to the external elites and to the
variety of publics with whom the military must deal. These select military
leaders have more of the symbolic negotiating and bargaining skills appro-
priate for domestic and community relationships.

The key military individuals have become thoroughly conscious of the
importance of military public relations. The American public is now being
made aware, more than ever before, of the need to maintain and support a
sizeable military force to ensure continued security, economic prosperity,
and political freedom. Under the existing Cold War conditions, the threat
to the United States democratic freedoms appears greater from without than

ever from within.

Movement Toward Integration - The military establishment has,
in the past, lead a life apart from the civilian society. The reasons
behind this earlier isolation were probably more sociologically oriented
than politically oriented, but it would be difficult to say which had the
greater influence.

Since World War II however, the trend is toward a greater pene-
tration of the military interests into civilian activities. Janowitz
calls this process "Civilianzing" and identifies it as the other side of
the growth in power of the military. Actually, the military profession
has always had a strong sense of public service. This thinking is rein-
forced by its concept of heroic leadership in time of combat or political
strife. One has to look no further back than the last armed conflict to
recognize this fact.

The techniques utilized by the military in publicizing and solidi-
fying these virtues, unfortunately, were not always the most effective.
The methods often left a great deal to be desired in the minds of the
civilian community.

Today there is a positive public relations attitude throughout the
executive levels of the Navy. This same enthusiasm is slowly permeating
the lower command structures. Mistakes are still being made, but Navy
personnel, as a rule, are gaining greater respect for and experience in
the field of public relations. The overall emphasis is expected to have

considerable effect in expediting the thinking towards public relations at the lower echelons.

Community relations is definitely viewed as a two-way street operation between the Navy and the civilian community. The more each group _knows_ about the other, the more assistance each can _give_ the other.

The two-way flow of information is one of the main principles upon which the current naval public information program is being built. The Navy has recognized, like any business or corporation, that a successful community relations program contains, essentially, a give-and-take pro-position at _all_ levels. There must be a free flow of information within the Navy - both up and down the organization. Information must also flow freely between the Navy and the civilian public at all echelons too.

Community relations have become practical and applied public rela-tions. Members of the Navy are observed to come into direct contact with civilian citizens -- not only on or near the naval base but over the back fences, in the churches, in the stores and schools, in the parks and play-grounds, etc. Herein lies the significance attached to the military policy and mode of thinking toward community relations. It is more widely accepted because it functions at the level where public opinion is so powerfully formed - at the level of most personal and face-to-face contacts.

Relations between civilian communities and naval installations are recognized as not only having effect on the civilian attitudes toward the local base but toward the Navy at the highest level too. Civilian atti-tudes toward the Navy in general are currently known to be affected by

the individual actions of naval personnel. This is a major revision in the thinking of command people, and in the public relations programs in the Navy during the Cold War period.

Another notable integration factor observed in military public relations programs is the initiative shown for participation in community relations. The military views it as resting on the whole with the military. Ultimate responsibility is with the command. Ideally many of the civilian relations functions will be handled voluntarily and informally by Navy personnel. This is the case in a spirited, interested, and stimulating community environment. However, where circumstances are not conducive to such a community program, the burden of total civilian relations participation and programming falls on the command.

The needed support, however, and the acceptance of the Navy, depends upon the <u>combined</u> cooperation of the naval command and the civilian individuals and organizations that comprise this Nation's communities. The responsibilities of integrating and unifying the concepts of sound civilian-military relations at the community level rests with two vital elements - the community citizen and the naval command. The public relations efforts of both factions will determine the degree - and success - of mutual understanding between the two.

PART III

"Military public relations is the business of maintaining
mutually satisfactory understanding between the military and the
civilian community. It transcends the simple mechanics of telling
the people about land, air and sea power. It is a reciprocal pro-
cess involving every aspect of human conduct in the field of human
relations . . . The foundation of military public relations is
public welfare."

Admiral Robert B. Carney, USN

CHAPTER III

THE NAVAL PUBLIC INFORMATION PROGRAM ORGANIZATION,

ADMINISTRATION, MISSION AND RESPONSIBILITIES

I. GENERAL INFORMATION

It has been shown that a public relations approach is being
used by the military to replace the former concept of authoritarian
control and to supplement the current concept of personal relations.
This is being done to bring about a better understanding of the Armed
Forces, while making each service a more efficient deterrent force.

Every professional militaryman, like any civilian business-
man or government official, is expected to represent his service and
is encouraged to work to enhance the prestige of the military profes-
sion. The individual professional Navyman is seen as the "bridge" in
civilian-military relationships in his ability and skill to partici-
pate in community activities. This requires flexibility, power of
negotiation, and the art of persuasion. The military man today is
becoming more interested in the inter-personal techniques of the
service organization, its morale, prestige, and symbolic interaction.
The skills of internal management required in the military establish-
ment are necessary, but so is the development of a public relations
appitude. Today, a military professional must be capable of relating
his concepts with those of other military formations and to the various

civilian organizations.[1]

In general, the Navy has learned that if it is to be successful in combating public apathy and disinterest, if it is to earn enduring public support, understanding and confidence, there must be a sound foundation for community relations. Advertising on a national scale and publicity alone cannot do the job, nor achieve the desired objectives of the information program. It is significant to note that where there is a good civilian-military program within a community, there is a heartening awareness of the Navy's problems and a conscientious interest in its support.

This chapter and the following chapter will discuss the general structure, administration, mission, responsibilities and the basic principles of the Navy's public information and community relations programs which have been organized to achieve public interest and support.

II. STRUCTURE

The overall Navy public relations/information program is established, initially, at the Department of Defense level. Coordination and monitoring service of this program is accomplished by the Navy Department through policy and practice formulated by the Office of the Secretary of Defense.

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[1]Janowitz, op. cit., p. 10.

The Defense Department's public information program is directed
by the Assistant Secretary of Defense for Public Affairs (ASDPA). At
the present time this assignment is handled by Mr. Arthur Sylvester,
a civilian, and a former newspaper man. The Secretary of Defense has
designated Mr. Sylvester as a principal staff assistant for public in-
formation and community relations, and has delegated to him responsi-
bility for insuring an integrated Department of Defense public affairs
program.

This program is to provide the American people with maximum
information about the Department consistent with national security;
initiate and support activities contributing to good relations by the
Department of Defense and segments of the public at home and abroad;
and to plan for Department of Defense national public media censor-
ship activities during a declared national emergency.[2]

The Assistant Secretary of Defense for Public Affairs is speci-
fically delegated authority to act as the sole Department of Defense
agency for the seat of government for the release of official infor-
mation for dissemination through any form of public information media;
to assure the implementation of all public affairs policies and proce-
dures of the Department of Defense and the integration of all DOD
public affairs planned programs and related activities; and to make
use, as necessary, of the established facilities in the Office of the

[2]"Assistant Secretary of Defense (Public Affairs)," DOD Directive
5122.5 (Washington: DOD, July 10, 1961.

Secretary of Defense, the military departments and other Department of
Defense agencies.[3]

The Navy Department's Office of Information maintains close
liaison daily with the Office of the Assistant Secretary of Defense
and its interrelated activities. The Navy information organization
is directly subordinate to the Department of Defense on military public
relations matters.

The Navy's information program has four basic functions: to pro-
vide information about the Navy and Marine Corps; to answer the many in-
quiries; to protect security and the public interest; and to project a
true "image" of the Navy.

The information mission of the Navy in performing these functions
is to inform the public and the naval service concerning:

1. The Navy as an instrument of national policy and
   security;

2. The activities of the Navy, as compatible with
   military security;

3. The responsibilities and participation of naval
   personnel as United States citizens under the
   American concept of government and society.[4]

In furthering the Navy's functional mission and in order to
discharge the Navy's obligations to keep the public and the naval

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[3]Ibid.

[4]"Public Information Plan-1965," Secretary of the Navy Notice
5720 (Washington: Navy Department, April 10, 1965).

service informed of the activities, the basic Navy information objectives

are to promote public support and understanding of:

1. Importance of seapower in the nuclear age;

2. The Navy's role in preserving U.S. security and in
    fulfilling U.S. national objectives;

3. An efficient and effective modern Navy;

4. Requirement for highly trained technicians in the
    Navy.

5. The need for an adequate, well-trained and equip-
    ped naval service;

6. The career advantages in the regular Navy and the
    Naval Reserve;

7. Predominant role of the Navy in ocean sciences.[5]

Coordinating the Navy's public information program is the Office

of Information. The Office of Information is part of the Executive

Office of the Secretary of the Navy. The Chief of Information reports

to, and is the direct representative of, both the Secretary of the Navy

and the Chief of Naval Operations. He is charged with advising the

Secretary and Chief of Naval Operations on matters of policy relating

to public understanding and support of the Navy; on policies and methods

relative to public relations and dissemination of information; and on

public information aspects of operations and activities. His mission

also includes providing to the personnel of the Navy, including the

reserve components thereof, appropriate information on current policies

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[5]Ibid.

and programs of the Navy Department.[6]

The Office of Information has five major divisions and a Speech Bureau. In addition to the Administrative and Plans Divisions, there are three operating divisions - Media Relations, Internal Relations, and Civil Relations.[7]

Media Relations has four branches for news, news photos, audio-visual outlets and Marine Corps liaison. This division has approximately fourteen officers - a Director and Assistant Director, four in the News Branch, two in Marine Corps liaison, one in the News Photo Branch, and five in the Audio-Visual Branch. This division is charged with the important task of preparing and coordinating the releases of information generated throughout the Navy with the Office of the Assistant Secretary of Defense for Public Affairs, the White House and the Congress.

The Internal Relations Division has an Editorial Services Branch which provides guidance and material for the many internal publications published in the Navy, including the Office of Information's monthly Direction Magazine. Also included in this division is the Naval Reserve and Training Branch, which provides guidance to the Naval Reserve Public Relations Companies, and the Biographical Branch and an Internal

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[6]Navy Public Information Manual, op. cit., Art. 0203.

[7]"Office of Information Chart," Direction Magazine (April, 1965), p. 8.

Liaison Branch. There are forty-two Naval Reserve Public Relations Companies located around the country which the Office of Information helps administer and train. These civilian manned public relations companies not only provide professional assistance in the case of mobilization, they also give a great deal of support to the current public information and community relations programs.

In addition to the Director and Assistant Director, there are six officers in the Internal Relations Division.

The Civil Relations Division administers the Navy community relations program and the Navy Guest Cruise program; coordinates special orientation visits of individual civilians or groups to naval installations; maintains liaison with and conducts programs of cooperation with all civilian groups and nongovernmental agencies which do not fall within the category of Media Relations.[8] This division also handles queries emanating from the general public.

The Civil Relations Division has an Exhibits Branch, Orientation and Ship Visit Branch, and a Special Events Branch. The Exhibits Branch plans, programs, coordinates and reviews the Navy exhibit program and provides management and technical guidance to the U.S. Navy Exhibit Center located in Washington, D.C. It also programs the acquisition of Navy combat art.

The Orientation and Ship Visit Branch handles civilian orientation

[8]Public Information Manual, op. cit., p. 14.

cruises aboard ships; arranges and schedules SECNAV Guest Cruises; coordinates ship visits to United States and Canadian ports for public affairs purposes; and is also responsible for the orientation of all recognized youth organizations (e.g., Boy Scouts, Sea Cadets, Girl Scouts, etc.).

The Special Events Branch of the Civil Relations Division effects liaison between the Navy Department and naval oriented groups and organizations like the Navy League and the Navy Wives Club. It handles liaison between the Navy, the Department of Defense, and the local community for the scheduling and participation of the Navy's special units, such as the "Blue Angels" precision flying team, Navy band, drill team and so forth.

There are nine officers in the Civil Relations Division besides the Director and Assistant Director. Four officers are in the Special Events Branch. There are two officers in the Orientation and Ship Visit Branch, and there is one officer in the Exhibits Branch.

A valuable innovation in the Navy Department's Office of Information organization is the recent addition of the Speech Bureau. The Speech Bureau has not only proved to be an asset to military public relations at the community level, it has supplemented the entire field of Navy public information.

This bureau acts as a clearing house for speech matters within the Navy Department. It directs a vigorous program to exploit the many public speaking opportunities available to Navy spokesman. The
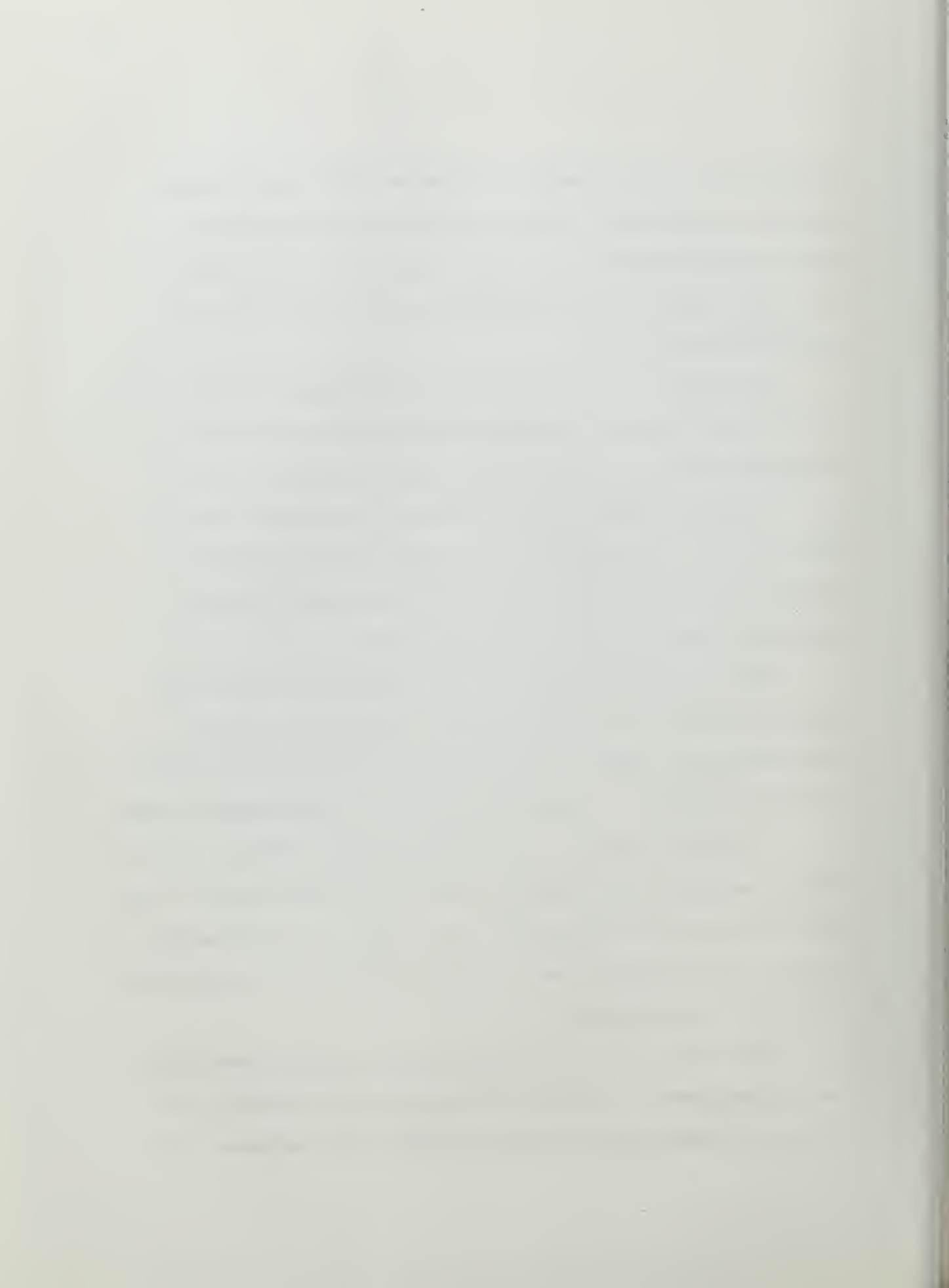
bureau also develops a coordinated schedule of speaking engagements and provides substantial assistance to senior officers with commitments for public addresses.[9]

Organization Beyond The Office of Information - As discussed several times before in this paper, public relations in the Navy is a responsibility of command, from the executive level right on down the line to each individual commanding officer. This phrase then, is the sum and substance of the community relations and public information organization beyond the Navy Department's Office of Information. Each command has or should have one or more persons assigned the duty for assisting the commanding officer in performing public information tasks. These people, in one way or another, and depending upon their position in the naval organization structure, are delegated the functions and responsibilities of the Office of Information, through the standard chain-of-command channel.

The individuals with primary public information assignments may or may not be trained military information specialists or subspecialists. There are now approximately 100 information specialists on active duty today. Their assignments are distributed throughout the various Naval District Headquarters, Fleet, Force and Type Commands. In addition to their regular public information functions, these trained

[9]Direction Magazine (April, 1965), loc. cit.
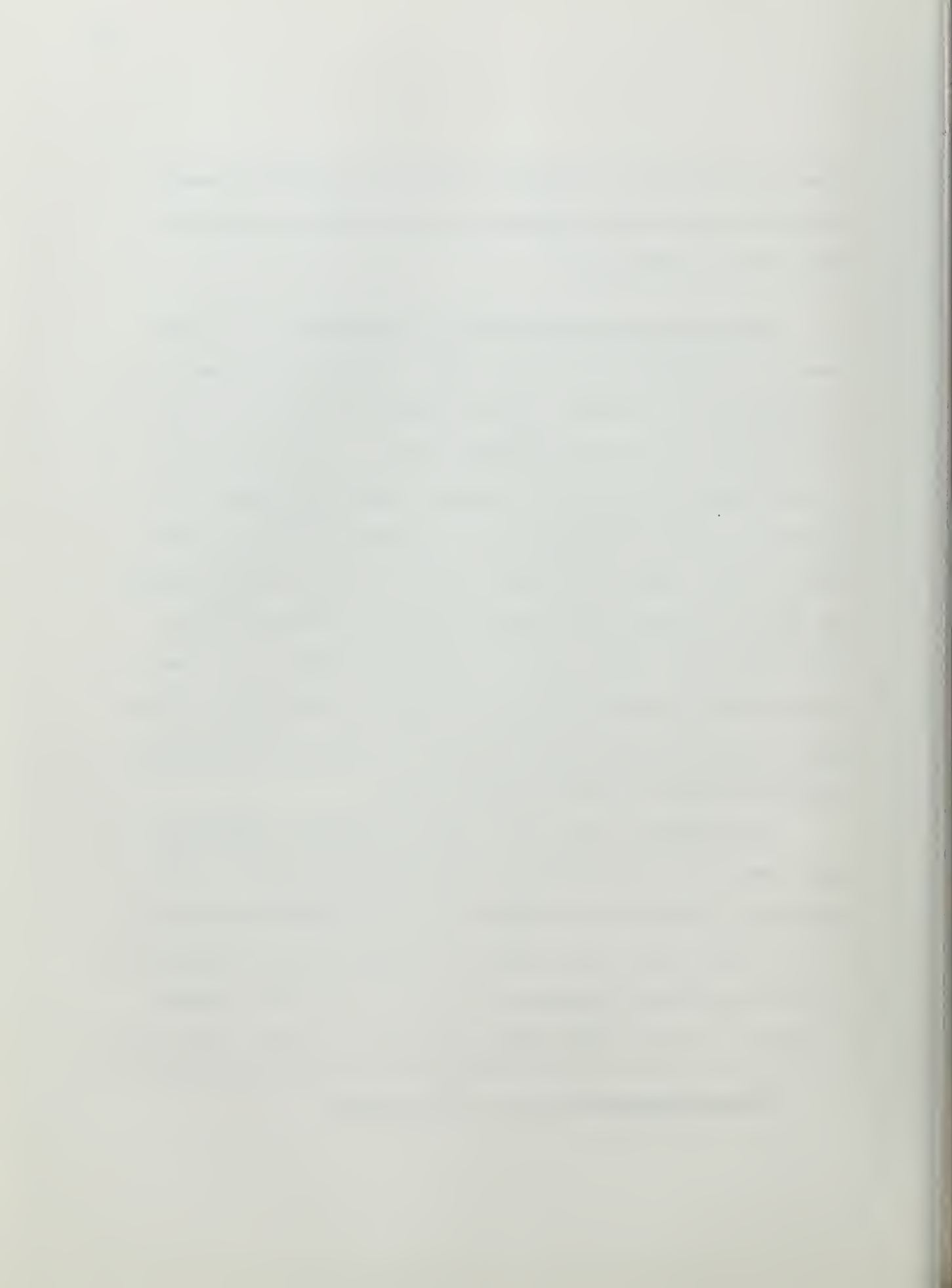
individuals will assist, coordinate and monitor the public relations

activities of naval units subordinate to the command to which they

are assigned. Additionally, there are nearly 200 non-public infor-

mation specialists serving in full-time public information jobs.

These people, although generally less experienced than the special-

ist in public relations matters, also assist public information per-

sonnel in the management of their public relations program.

The fact that public relations is a responsibility of command

has been further emphasized by the issuance of the Department of the

Navy's Public Information Program-1965. SECNAV Notice 5720 of

10 April 1965 calls attention to the plan and directs all ships

and stations to develop public information programs to support the

plan's objectives.

This notice will be promulgated annually to all naval commands

setting forth the current public information objectives, encouraging

support in the field of information programs supporting these public

relations objectives, and also directing the local commands to imple-

ment public information programs to carry out the recommendations of

this directive.

An index of pertinent articles and hints published in the

Office of Information's monthly newsletter and magazine has been pre-

pared by the Editorial Services Branch to assist commands in devel-

oping these programs.

External Responsibilities - As indicated, bureaus, offices and commands in the Naval Establishment are responsible to the Secretary of the Navy, Chief of Naval Operation, and the Chief of Information for implementing public information policy and, coincidently, community relations programs in shore activities under their control.

Commander-in-chiefs of Fleets and the Chief of Naval Air Training are directly responsible for public information matters within their commands. Naval Districts are responsible for public information in the areas under their command. In a geographical region where a Naval District and a Fleet, Force or Type Command are jointly located, community relations and public information responsibilities are, generally, equally shared. Close liaison and cooperation and coordination of community relations activities is essentially the rule in an arrangement such as this.

The Commandants of the various Naval Districts are responsible for all matters of public information within their own district. They are direct representatives of the Navy Department for public relations in this area.

The District public information officer is the senior technical advisor and administrative assistant to the Commandant in the field of public relations. He is directly responsible to the Commandant for compliance with the provisions set forth in directives from higher authority. He administers and coordinates public information functions
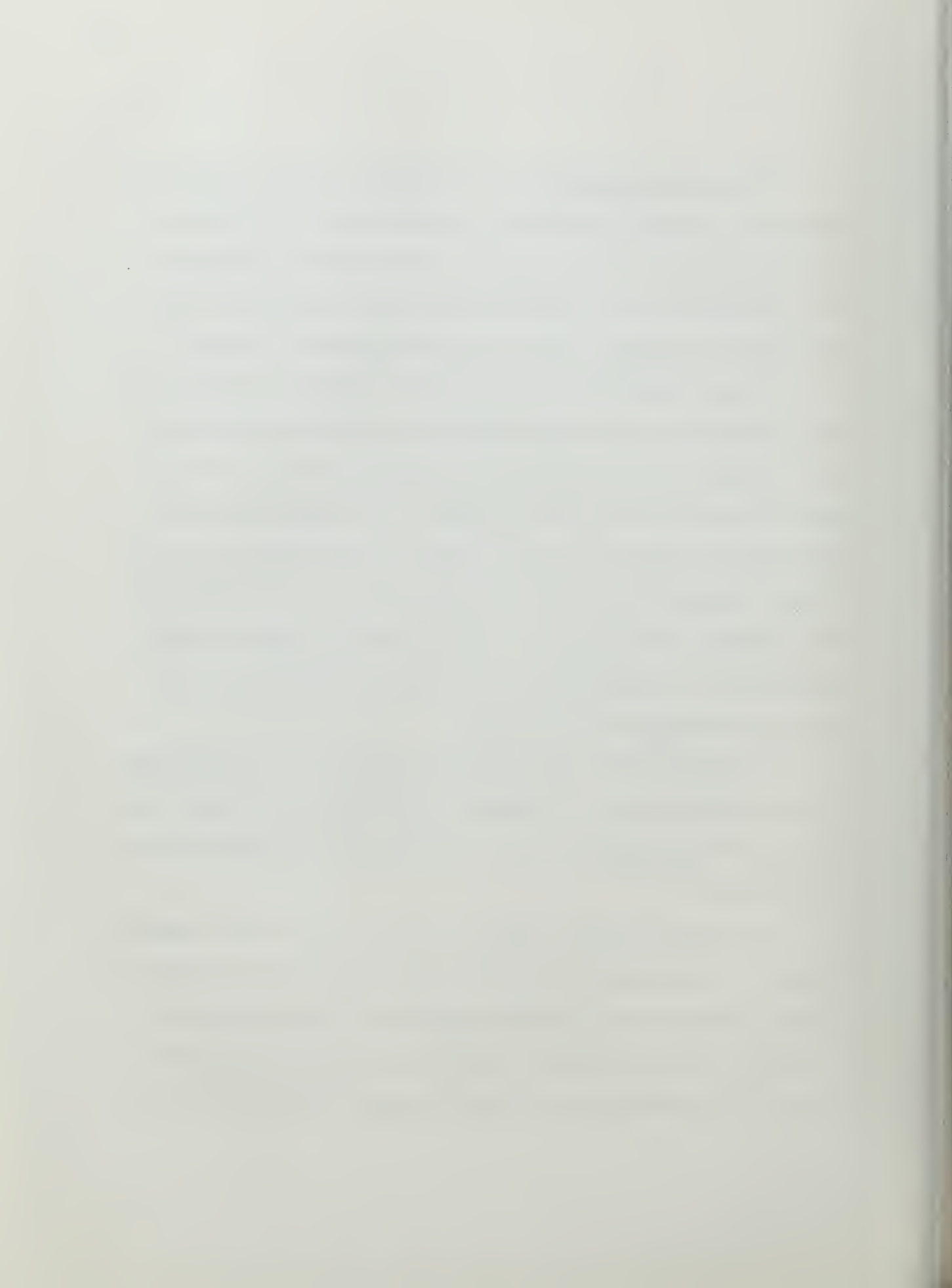
in the naval district and for the staff.[10] An example of the coordina-
tion and monitoring service provided by the District public information
officer in promoting better public relations practice of other District
units is his administering of the military "operational, administrative,
and material inspection (ORI/ADMAT)." This inspection is given all naval
activities and is conducted annually. It consists of a review of the
unit's performance of the mission, tasks and organization in a specified
area of its operation. Any deficiencies or unsatisfactory conditions
are noted by inspecting officer, and an overall evaluation mark is given
the subject area and also to the unit itself.

A copy of the First Naval District's public information annual
"ORI/ADMAT" inspection format is found in Appendix C. All Naval Dis-
tricts, Fleet, Force and Type commands have a similar form. This guide
can and should be utilized in establishing, reviewing and updating a
command public information program. It depicts the emphasis and sig-
nificant areas attached to the public information program organization
and practice in general, and to community relations in particular.

The Commandant of each Naval District designates the commanding
officers of all naval activities within his District as his direct repre-
sentative in the command function of developing and maintaining the
highest possible order of public relations for the District and their

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[10]Interview with Commander George Hall, First Naval District
Public Information Officer, March 15, 1965.

own activities.[11]

The commanding officer is at all times fully responsible for public information matters of his command. The assignment of a public information officer as his technical assistant in no way relieves him of this responsibility.

The commanding officer, the public information officer, or the technical information officer (civilian), assigned to the command have definite duties and responsibilities defined in the Navy Public Information Manual and in various other command and higher authority directives.

Information Methods - The Navy Information Program utilizes two different approaches in dealing with the public. The first is direct contact with the public or with any one of the many segments of the public. This area includes direct answers to inquiries from the public; Navy speakers addressing the public directly; civilian guest cruises; exhibits; demonstrations; ship visiting; and Navy liaison with particular groups of citizens, such as the Navy League, Veterans' Organizations and industry. It also includes direct dealings with mass audiences who attend ceremonies, parades, and various other recognized celebrations.

The other information approach is the indirect contact

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[11]Commandant First Naval District Instruction 5720.1 (Boston: ComOne, January 25, 1962).
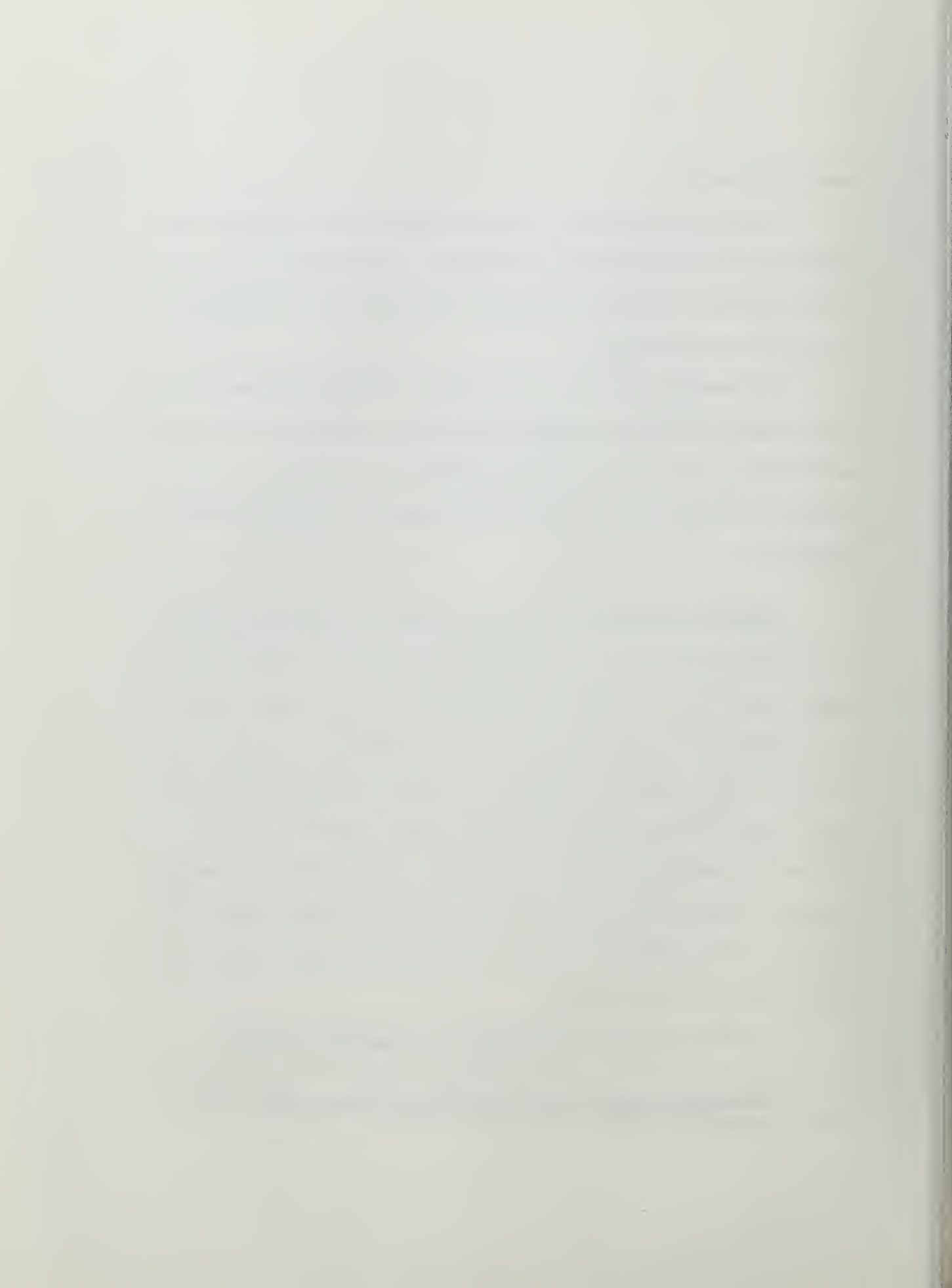
established through some intermediate activity, such as the mass media.
The Navy's information end products reach the public through such media
outlets as: television shows, motion pictures, newspaper stories, news
photos, magazine articles and books.

The number of daily contacts in the Navy Department's Office of
Information on a typical day, for instance, number between five- and
six- hundred. These include more than 100 action letters from the pub-
lic; at least 350 telephone calls, many long distance, for information;
nearly forty visitors; plus numerous official letters and messages. In
addition, about 1000 items of informational mail, including newspapers,
magazines and trade journals, are handled each day.[12]

The Office of Information also prepares over 1000 press releases
and news stories per year. Each release and magazine article about the
Navy normally has the Navy's cooperation from beginning to end. The
information released about the Navy must be thoroughly checked for:
accuracy, security, the proper format, and cleared and released through
the Department of Defense.[13]

The Navy's traveling exhibit is designed around the theme of
Seapower. It is one of over twenty-three such exhibits designed and
produced in recent years. There are approximately eighty-five national
exhibits available to all naval commands through the Office of Information

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[12]Interview with the Office of Information, Navy Department,
May 25, 1965.

[13]Ibid.

for use in community relations projects. These exhibits do not include exhibits constructed and used by naval installations at the local level.

About forty million persons see these exhibits annually. The number one exhibit these past two years is that of the Global Screen presentation of the Navy/Marine Corps team around the world at the New York Worlds Fair. Naval exhibits have been displayed at some 380 important civic events each year, many in the interior sections of the United States where ships are not seen, and naval installations are in a limited number.[14]

The Office of Information also schedules and coordinates the flight appearances of the "Blue Angels." The precision flying team averages roughly fifty appearances each year and is seen by nearly ten million Americans. This year the team appeared in the world famous Paris, France, Air Show. The "Blue Angles," the Navy band, drill team, etc. are valuable aids to the public information program in that they can visit inland areas.

Another important community relations task handled by the Office of Information is that of coordinating the Navy Orientation Program. Here, civic leaders in business industry and in various communities are given an opportunity to witness naval operations at sea.

Each year about 10,000 persons are guests of the Navy on cruises of this type. This is a rather important segment of the orientation

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[14]Ibid.
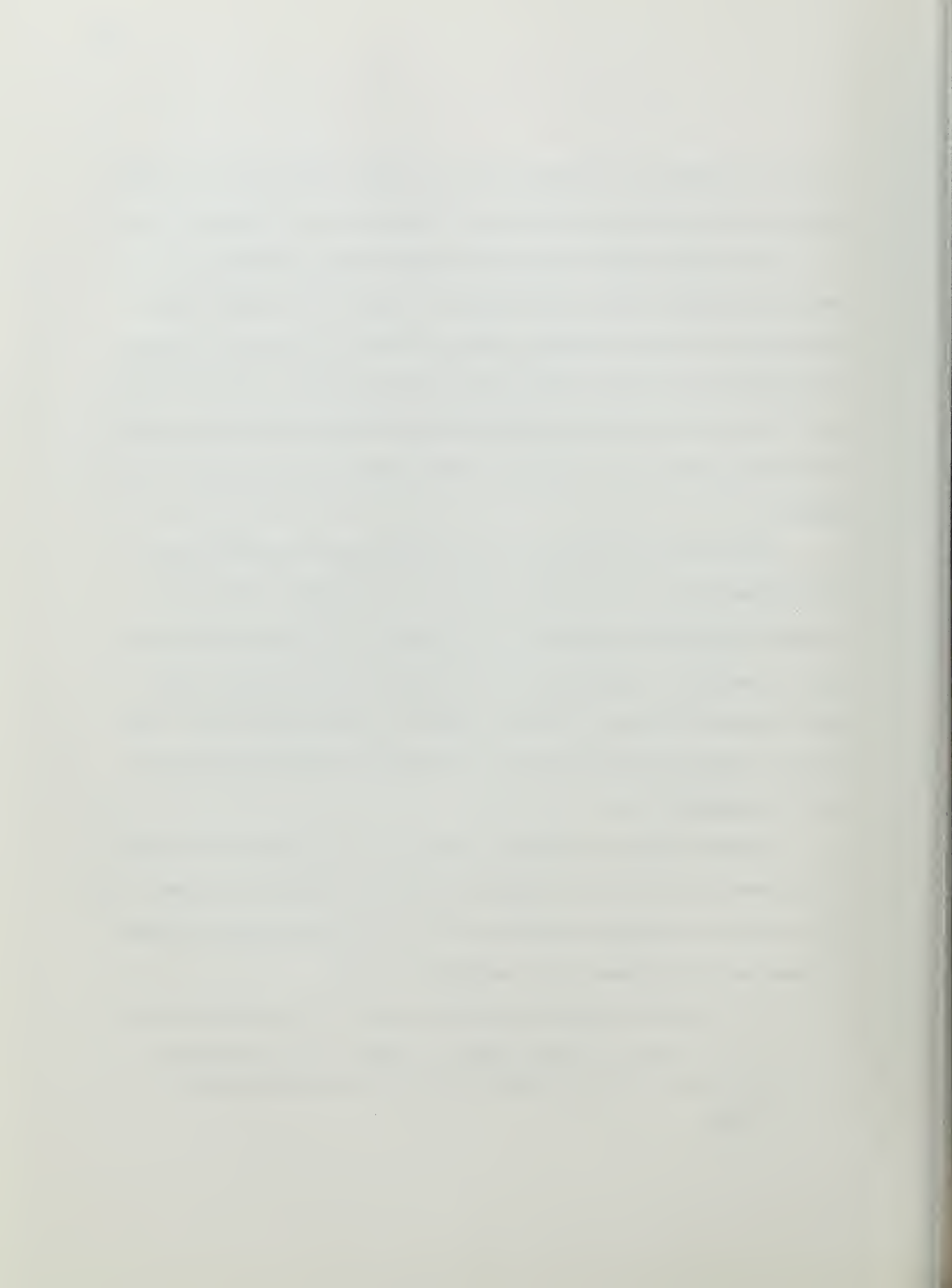
cruise program. It was established originally for invitations granted by the Secretary of the Navy, but, more frequently, such requests have been delegated to the Naval District Commandants or Fleet, Force, or Type Commanders. All invitations clearly indicate, however, that the individual is a guest of the Secretary of the Navy.[15]

The remainder of the civilian cruise guests are, for the most part, groups on daylight, single day cruises in and out of the same port. Persons taking part in this type orientation usually make up three-fourths of the total number involved in the Navy's aggregate civilian cruise program.

These are but a few of the information methods used in the overall public information program. There are several other methods available to the local naval commands. An example of the Navy and Marine Corps local unit interest and participation in community relations activities is the recent Armed Forces Day observed on May 15, 1965. Military activities, including parades, displays, guest speaker appearances, open houses and military equipment demonstrations, climaxed the celebration of this occasion in more than 500 communities across the United States. Virtually every community in the country paused to join with the armed services in commemorating this event.[16]

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[15]Ibid.

[16]"Armed Forces Day Celebration," Navy Times (Washington: Army Times Publishing Co., June 2, 1965), p. 38.
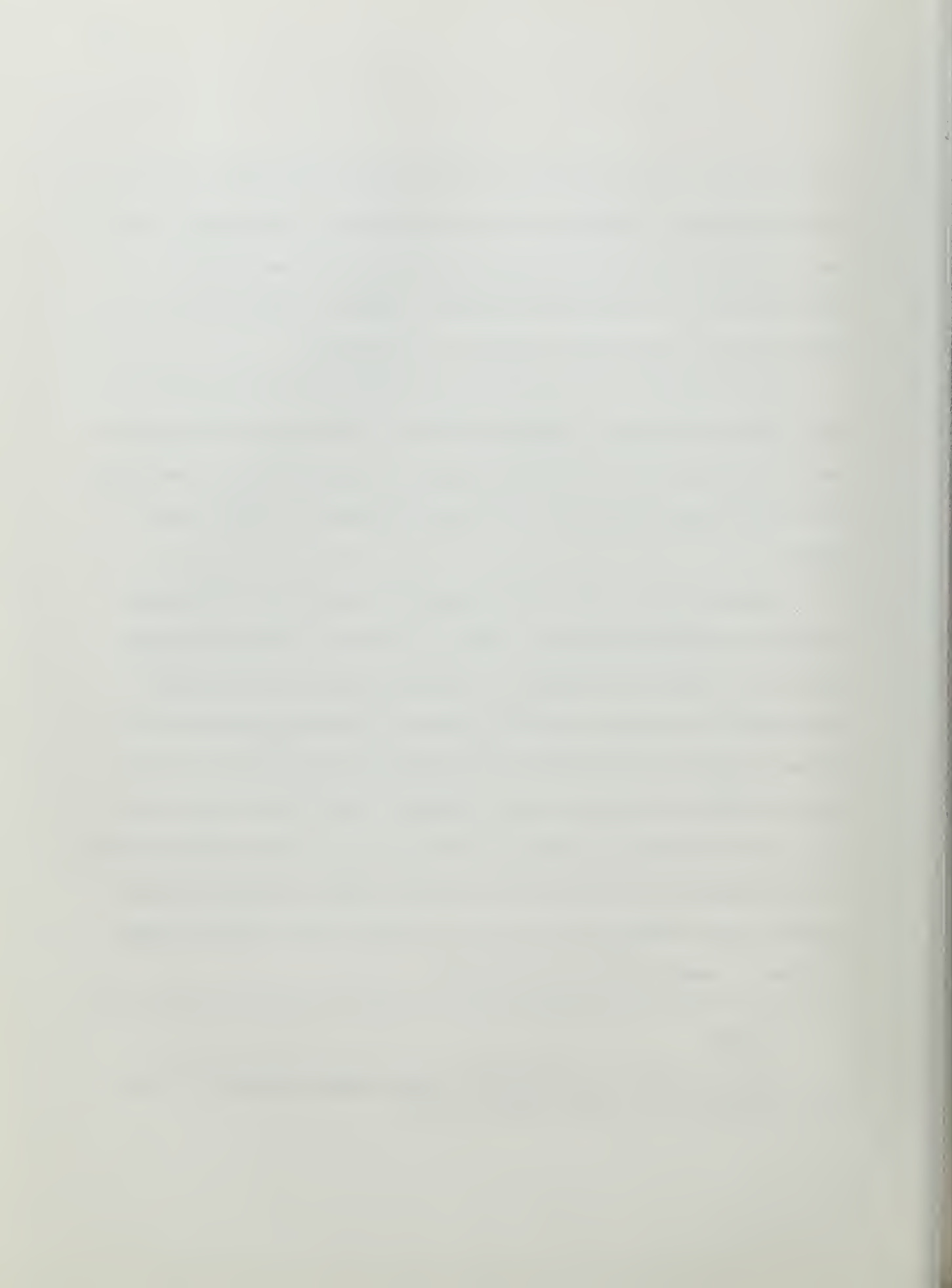
The observance of national and state holidays, and the participation of Navy activities in this behalf, is not an uncommon practice in the Navy's community relations program. The opportunity to take part in events such as this provides the Navy with excellent channels for communicating directly with the American public.

Community or "Civil" Relations, in a brief synopsis, is a term used in the Navy public relations structure to designate programs for direct contact with the public which do not involve the public information media. The Civil Relations Branch of the Office of Information coordinates relationships with civilian organizations; administers the Guest Cruise Program; supervises the preparation and display of educational exhibits, including exhibitions of combat art; maintains liaison with appropriate divisions of the Office of the Assistant Secretary of Defense and the Chief of Naval Operations in connection with naval air participation in civic events; and answers queries on naval matters from the general public.

For the public information officer in the field, most of these community relations activities fall into the classification of special events.

CHAPTER IV

COMMUNITY RELATIONS

I. GENERAL

The scientific evaluation of the community relations program
in the Navy must obviously be based on a thorough understanding of
the general principles of sound public relations and the sociological
structure of the community.

Community relations refers to the relationships existing be-
tween an organization and the community where it is located. Every
organization - large or small - has community relations whether it
wants to or not. It's impossible to avoid having them. And, it is
impossible to do nothing about them. Doing nothing has its own
definite effect, usually unfavorable, just as surely an intelligent,
constructive approach usually makes progress in a favorable direction.

Ordinarily, when a person speaks of community relations, he is
concerned about good community relations. This will be the implica-
tion throughout this chapter.

Good community relations has been referred to as "good neigh-
borliness." This is certainly true. But being a good neighbor calls
for more than a few casual gestures. Depending on the neighbors, and
on the naval activity, many different approaches may be called for.
This may come naturally but, more likely, the program will require

careful planning and considerable effort.

Since no two neighbors are alike, and since no situation is ordinary, this chapter will look at several facets of community relations.

Public Identification - A common public relations practice is to band together certain segments of the general public into groups on the basis of common interests, mutual aims, experiences, objectives, or some other similarities, and designate them as specific publics. Together, in this sense, means a binding interest in common rather than a physical coming together. Publics are not exclusive. There is great overlapping and an individual may belong to several publics at the same time.[1]

Civilian public relations programs have for a long time broken the general public into specific publics in order to better plan the approach to various differing interests. A common breakdown of this type usually includes all or most of the following publics: employee, customer, community, government, stockholder, education, trade and management. This is by no means a standard list. The exact breakdown varies with the many differing organizations and public relations groups.[2]

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[1]Gene Harlan and Alan Scott, Contemporary Public Relations (New York: Prentice-Hall, Inc., 1955), p. 19

[2]Rex F. Harlow and Marvin M. Black, Practical Public Relations (New York: Harper and Brothers, 1952), p. 40.

In addition to these broad divisions, public relations activities embrace a number of special publics. These are difficult to classify and are overlapping but should, just the same, receive special treatment if the program is to be effective. Each special public represents a group of people with a common trait or interest. Through certain factors they have developed a group consciousness which makes them special elements to be considered in the public relations program. Special publics are unlimited in number, but a few of the most powerful and significant special publics are: organized labor, religious groups, racial minorities, veterans, women's clubs, agriculture, co-operatives, and older and retired peoples' organizations.[3]

A breakdown of the publics of naval installations and levels of authority reveals several special publics, most of them peculiar to a naval command or activity. The status of naval veterans and reserves in a democracy is directly responsible for the many special publics in a community to which public information efforts are directed. The overlapping among these special publics is undoubtedly greater than among civilian publics because of their status and the unusual position of reserve units in civilian communities.

The community is a cross section of all publics. To the extent that they may be singled out for separate attention, all publics may be reached at the community level. But the community itself assumes

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[3]Ibid.

special characteristics as a "public" to be treated as a special problem. The one indivisible unit of publics is the individual. The place to find the individual is in the community where he lives.[4]

The community public of the Navy consists of the various communities in which there are naval installations and activities. This category includes all of the major cities and towns in the United States and many of the smaller ones too.

The Navy has learned what civilian companies discovered sometime ago -- that good community relations produce several attractive dividends: better personnel morale, an assured manpower supply, better business opportunities, better civil services, new source of capital and economic stability, defense against discriminatory local legislation, favorable local identity, better understanding of the Navy's mission, and prevention of misconception.[5]

II. WHAT IS COMMUNITY RELATIONS?

The Local Community - "Community" is a very elastic term. Webster describes a community as any "body of people having common organization or interests, or living in the same place under the same laws and regulations." This section will refer only to the local community, a group

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[4]Louis B. Lundborg, Public Relations in the Local Community (New York: Harper and Brothers, 1952), p. 4.

[5]Bertrand R. Canfield, Public Relations Principles and Practices (Homewood, Ill.: R. D. Irwin, Inc., 1952), p. 137.
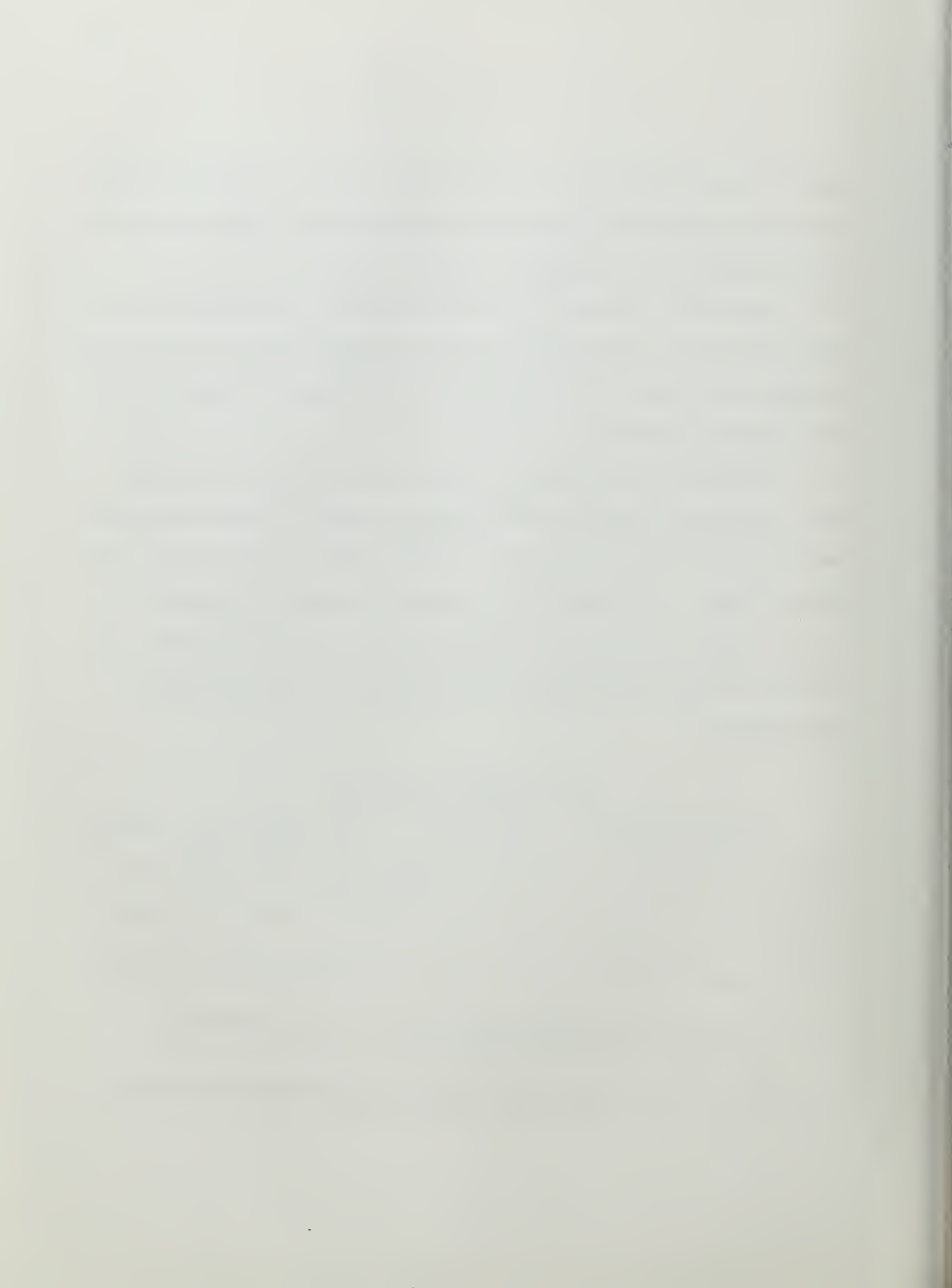
of people who reside or work in the same relatively small area.

The "body of people" that Webster refers to, might be no bigger than a neighborhood of several families. From the standpoint of Navy community relations, the local community is usually a town or city. The definition fits groups of all sizes and kinds, however. The teachers and pupils in a school are a community; so is a business firm and its employees; so are members of a church or fraternal organization; or all the residents of a state. The United States as a whole is a community. The Navy unit is a community because it is a part of a bigger community - the Navy itself.

A community necessarily reflects the collective thinking and actions of its people. It can only be changed if the people change. Although a community is associated with a particular area, a person or activity should never make the mistake of thinking that the area is the community. Instead, it's the people who live in this area.

The definition of community clearly includes, without saying so, the idea of people getting along together. In any organized society, individuals and groups have to give continuing attention to this idea. If they do not, the community will soon lose some of its desirable qualities, and will eventually cease to be a real community.

A naval activity that has poor community relations actually has poor people relations. It can improve these relations by creating a change in the people. Often the essential change needed is a change in the viewpoint of the naval activity itself. Good neighborliness starts

at "home."

The community is the building block of this nation and the American way of life. Developments in society, the economy, the political system usually begin in some local community. It is the source of good ideas and bad, favorable and unfavorable trends, and of public opinion both benign and critical.[6] No naval command can neglect its neighborliness on a local basis and expect to have good public relations on a national scale.

In a small village or social club, "getting along" is mostly a matter of individual people living in harmony and cooperation. Their personal relations with each other determine the character of the community. In a larger, more organized community, these personal relations between individuals are the basic foundation of community life, but the problems of getting along become more complicated. It becomes necessary for the various groups of people in the community to work at the job of getting along with other groups of people. The personal relations between individuals are usually unorganized activities. Community relations - things that groups of people do - are generally organized and planned efforts toward some recognized goal improving the community.[7]

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[6]"Workshop On Improving Community and Civil Relations" (New York: President's Profession Association, February 4-5, 1965).

[7]"You and Your Community" (Washington: Department of the Army, July, 1964), p. 4.

Examples of such groups are listed as "community activities" under
Definitions, Chapter One.

    The Navy's Community Relations - The Navy is one of the groups
of people in the American community. Wherever a unit of the Navy is
stationed, it has responsibilities toward other poeple in the community.
Each member in the Navy shares this responsibility.

    What is this responsibility? In brief, it is that the Navy and
its members will perform their military mission efficiently and, at
the same time, be good "citizens" or residents of the local community.
In some respects, the Navy's task of getting along in the community is
more complicated than that of other groups. Its community relations
problems range from the personal relations of individual members to
the most vital questions of the Navy's and the nation's relations with
other countries.

    Why does the Navy concern itself with community relations? With-
out the general good will and understanding of the American people, the
Navy could not perform its mission. This explains why the Navy takes
positive steps to earn and deserve the good will of the public, and to
increase the people's understanding and appreciation of the Navy's
importance to national security.

    Almost every important improvement in the Navy's effectiveness,
or in the living conditions of its members, can be traced to public
good will and understanding. When Congress approves an appropriation

for the Navy, for example, one cause of that action is public opinion.

When a city council or other civic group decides to sponsor activities

helpful to Navymen at a nearby installation, chances are that local

public opinion supports that decision. And this is the important

point: This favorable public opinion, whether on a national or local

scale, never "just happens." It must be generated by the Navy itself

and by the conscious efforts of all its members.[8]

This is why every Navy command has a "Community Relations

Program." The purpose of all such programs is to earn the respect

and confidence of the community. The Navy does this by demonstrating

in many different ways that it is genuinely interested in the affairs

and problems of the community and wants to help to make it a better

community.

For example,

1. When the Navy is listed among the groups sponsoring
   a community social event, or when Navy personnel,
   bands, and equipment are included in community cele-
   brations and ceremonies, people are reminded in a
   pleasing way that the Navy is "one of us."

2. When members of the Navy are invited to address civic
   and other organizations in the community, opportuni-
   ties are created for exchanging ideas and information
   mutually helpful to civilian and military members in
   the community.

3. When the Navy invites selected groups of civilians
   to visit its installations, or holds "Open House"
   for the general public, people are better able to

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[8]Ibid., p. 5.

understand the Navy's job and to appreciate its
importance to their security, safety and prosperity.[9]

These are only a few of the things the Navy does officially and
formally while "getting along" in the many communities where Navy per-
sonnel are stationed. These important activities help the Navy carry
out its mission, and at the same time promote better relations between
its own people and the civilian public.

It should be remembered, however, that these official and formal
community relations activities accomplish their full purpose only when
every Navy _individual_ in the command supports them by his unofficial
and informal conduct in the community. This means that the Navy's
reputation and the Navy's effectiveness are always decided by the
actions and attitudes of every person who wears its uniform.[10]

III. WHY COMMUNITY RELATIONS?

Because the Navy's relationships with the civilian public start
at the local level, its understanding and practice of community rela-
tions is an important key to its over-all public relations success.
Community relations _is_ public relations at the local level.

Public relations has been dissected into various "publics,"
assembled in a multitude of "approaches" or "programs," and then pro-
jected via the mass media. But in each community one will find, in
miniature, nearly a full kaleidoscope of problems and publics. Yet

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[9]_Ibid_.   [10]_Ibid_.

there is one big difference. The practice of community relations requires specific orientation in the approach and understanding to the community at hand. Unlike the public-at-large, a local community can be visited and observed and communicated with.

The Navy cannot afford <u>poor</u> community relations. In order to keep pace with the swiftly moving chain-of-events and the almost unbelievable pattern of technological developments, it is essential for the Navy to enjoy the <u>best</u> community relations possible.

A broad outline explaining the importance of this fact is listed below; it may be utilized as a guide for establishing or appraising current command programs.

I. WHY THE NAVY NEEDS THE BEST COMMUNITY RELATIONS

    A. The Navy in general needs community relations –

        . . . To <u>attract</u> the best qualified <u>personnel</u>.

        . . . To <u>retain top people</u>.

        . . . To maintain and expand technological development.

        . . . To improve the <u>Navy's image</u>.

        . . . To improve relations with the public.

        . . . To achieve <u>public understanding</u>.

    B. Naval Activities need it –

        . . . To improve station performance via good morale.

        . . . To sell the local people on the Navy's mission and presence in the community.

        . . . To ensure continued cooperation of local business, industrial and civic organization.

. . . To pave the way for Navy exposure from local newspapers, broadcast media and other information sources.

II. THE NAVY'S PLACE IN THE COMMUNITY

A. Provide economical and financial stability - in some cases the only major source of revenue and focal point of activity.

B. Ensure program to keep the station "on the map" - the Navy's responsibility.

C. The Navy already has relations with the community.

D. Test For Navy Community relations:

. . . Relatively well-liked in the area?

. . . Are there key military persons in the leading civic organizations? Do military personnel in general participate in community programs?

. . . Do newspapers, radio and television stations run Navy stories?

. . . Does the commanding officer meet with leading civic officials occasionally?

. . . Is the Navy well known for its volunteer participation in outstanding civic causes and/or emergency situations?

. . . Are there many problems existing between the Navy and the community?

. . . Do local people comment favorably about the Navy?

. . . Is the morale of Navy personnel and civilian employees good and rising?

. . . Are Navy people continually asked to tell the Navy story to local civic groups?

. . . Are surveys taken occasionally to determine the prevailing attitudes of the community?
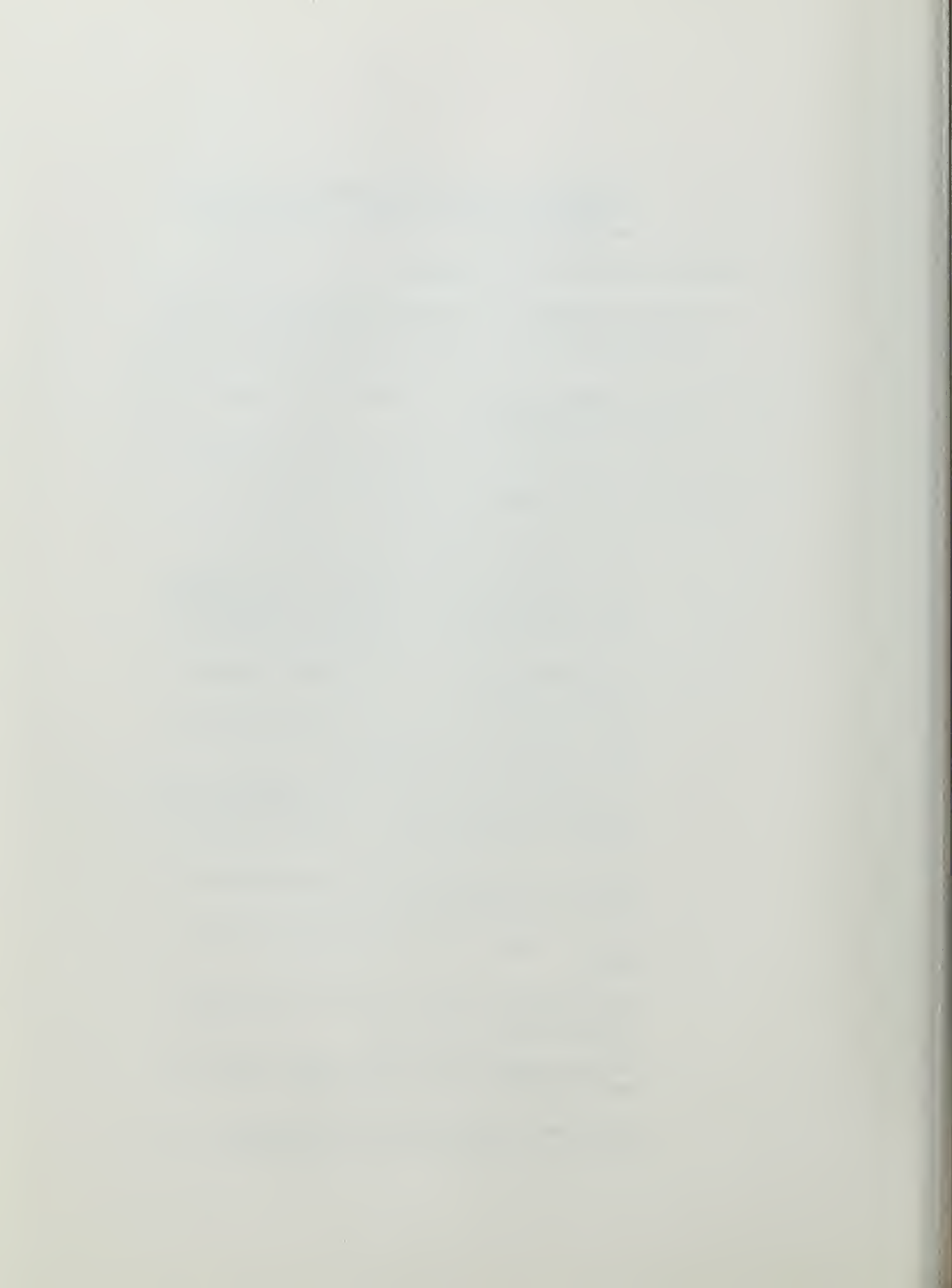
III. WHAT MAKES COMMUNITY RELATIONS SUCCESSFUL?

    A. Executive and all hands participation.

    B. Enthusiasm.

    C. Delegation of duties.

    D. Regular appraisal of opportunities and results.

    E. Recognition for exceptional performance.

    F. Over-all: a comprehensive program.

IV. THE NEED FOR TAILOR-MADE PROGRAM FOR NAVAL ACTIVITIES

    A. Evaluation and solutions for problems.

    B. Determination of available resources and personnel.

    C. Organizing the community relations effort.

    D. Regular and irregular reporting of results to command personnel and senior levels of authority.

V. SOME COMMUNITY RELATIONS SUCCESSES

    A. Examples of favorable programs in the community relations area.

VI. WHY COMMUNITY RELATIONS NEEDS COMMAND ATTENTION

    A. It needs constant nurture and drive behind it.

    B. Emphasis of high level interest and participation.

    C. Realization of the benefits to the Navy locally and nationally when the job is done well.[11]

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[11]Outline phraseology adapted for Navy Community Relations purposes from material presented in Workshop on Improving Community and Civil Relations. Workshop conducted by PPA in New York, February 4-5, 1965.

III. MAKING NAVAL PERSONNEL COMMUNITY RELATIONS MINDED

It is impossible to divorce questions of community relations from internal relations. The man who occupies an important civilian or military post during working hours usually departs the base and becomes a member of the community public at the end of his working day. The Navy's greatest community asset will continue to be the good will of Navy men, women and their families, and of the civilian employees, who live in the community. Their grievances become the public knowledge and their loyalty to the Navy and the command, likewise, do not go unnoticed. Public, internal and community relations suffer if the Navy treats the member with less consideration in one capacity than in the other.

For this reason then, it is extremely important that each command organize a program with the idea of first indoctrinating its own personnel on the values of individual contribution to the overall community relations efforts. A program such as this may be patterned after the outline guide provided here:

I. WHAT IS COMMUNITY RELATIONS?

    A. Purpose-Objectives.

    B. Reason for the Navy and Station to be involved.

    C. Elements included:

       . . . Organizing.

       . . . Serving.

. . . Knowing.

. . . Participating.

. . . Informing.

II.   WHAT IS A COMMUNITY?

III. ORGANIZING

A.   Commanding officer's and public information officer's responsibilities outlined.

B.   Concepts for officer and enlisted personnel participation in civic activities.

C.   Specific information program functions:

. . . Press and Broadcast media relations.

. . . Relations with local civic officials.

. . . Relations with local civic organizations.

D.   What is accomplished:

. . . Example of a typical function.

E.   Reporting results to publics concerned.

F.   Evaluating effectiveness.

IV.   SERVING

A.   Local action and Navy-wide procedures.

B.   The community's viewpoint:

. . . Navy-wide studies.

. . . Local studies.

. . . Internal interviews.

V. KNOWING

    A.   Streams of influence:

        . . . Political.

        . . . Ethnic.

        . . . Commercial.

        . . . Educational.

        . . . Intellectual.

        . . . Religious.

        . . . Press-Radio-Television.

        . . . Civic Organizations.

    B.   Membership:

        . . . Civic-Military Organizations.

        . . . Service Clubs.

        . . . Press Clubs.

VI. PARTICIPATING

    A.   Charitable Activities.

    B.   Emergency Assistance.

    C.   Civic Activities.

    D.   Community Affairs in General.

VII. INFORMING

    A.   Public Media:

        . . . Press.

        . . . Radio.

        . . . Television.

B. Face-to-Face:

   . . . Talks or speeches.

   . . . Interviews.

   . . . Visits.

C. Youth and Older People Programs:

   . . . Aids to youth organizations.

   . . . Contributions of material and labor.

D. Other:

   . . . Films.

   . . . Booklets.

   . . . Tours.

   . . . Exhibits.

   . . . Open House.

VIII. CONCLUSION

A. Expense:

   . . . Is the program feasible?

B. Representation.

C. The Necessary Requirement - Personnel Involvement.[12]

The Navyman In The Community - Members of the public are naturally influenced in their opinion about the Navy by their observations of naval personnel and their conversations with them. The public gets much of its

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[12]Ibid.

information about the Navy from newspapers, magazines, books, the movies, radio and television programs. However, the actions of Navy individuals are likely to speak louder than words. The Navyman is regarded by most civilians as an authority on Navy matters. He helps to form opinions of the naval service by his explanation of its activities. He is automatically looked upon as a representative of the Navy, so that his conduct tends to be accepted as typical, whether it really is or not.

The Navyman who lives off-base with his family has special opportunities, and special responsibilities, for winning friends and influencing people. He is less of an outsider than the man who lives on the base. He has closer and more continuous association with civilians. His family shares these responsibilities in being a credit to the Navy. The entire family has more opportunities to take an active part in community affairs, and to be "good neighbors" with their civilian acquaintances. They are in the best position of all to help to convince the civilian citizen that the Navy, rather than being an outsider, is actually part of the local community.

The Navy family may participate in community affairs in a number of ways. The family that does so, is the kind of family that can and does win friends for the Navy. It is a "good" family as the term is generally understood in this country. Its outstanding qualities are just like those that make a civilian family admired and respected in

the community. The father and mother are devoted to each other and to their children. They respect their neighbors' rights and property as they like their own to be respected. They take pride in the appearance of their home as part of the neighborhood. They are friendly and helpful neighbors. In short, they are the kind of people that everyone likes to have as neighbors.

The head of the Navy family keeps himself well-informed on Navy matters beyond the details of his own duties. He is always ready - when his civilian friends ask his opinion - to discuss or explain some Navy subject, provided he feels competent to do so. If he is not informed on a particular point, he should say so. His civilian friends do not expect him to be an encyclopedia of Navy facts.

The Navyman and wife show their interest in community activities in a number of ways. They attend PTA meetings not only to talk with their children's teachers but also to discuss and take part in dealing with school-related problems of interest to the whole community. They can help out with such activities as Cub Scouts, Boy Scouts, Brownies and Girl Scouts not only because their own children happen to be involved, but also because they believe such activities contribute toward a better community. They volunteer for work with church, social, civic, and charitable organizations for the same reason. Many Navy families have interests and hobbies in such activities as Little League Baseball, the amateur "little theater" group, the civic symphony orchestra, and similar community projects.

The Navy family that works on community projects will discover not only that it will enjoy the work, but how much more rewarding life for a family that takes part in the community can be. A family such as this enhances the Navy's reputation as well as their own, although this specific purpose might never occur to them. Both the Navy family and the Navy reap the dividends of their good citizenship.[13]

IV. SUMMARY

Each naval unit has community relations. They may be good, bad or indifferent. They may be accidentally, but it isn't likely they're as good as they could be with intelligent planning and action. In capsule form, this calls for:

1. Understanding the community.

2. Organizing to fit the community relation-
    ships needs.

3. Providing service in tune with the community.

4. Sharing time, talents, facilities and money.

5. Informing the community about what is being
    done and why.

Good community relations - like charity - begin at home. The home in this case is the Navy unit. The reputation of the unit in the community is partly determined by the individual community actions and reputation of the personnel attached to that unit. It is, therefore,

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[13]Information on "The Navyman in the Community" was adapted from a Department of the Army community relations pamphlet entitled "You and Your Community."

necessary for each naval command to have an effective on-going method for encouraging its personnel to participate in community affairs.

PART IV

"Satisfied and well-informed Navy people can be the most
effective 'spokesman' for the sea-service. For it is axiomatic
that the public is more likely to believe a 'user' of a product
or service than a professional salesman."

Direction Magazine

June, 1965

CHAPTER V

STUDY OF CURRENT NAVY COMMUNITY RELATIONS

I. GENERAL

The United States Navy and Marine Corps have vital roles
assigned to them in the interests of national security. In order
to fulfill these roles, the Navy and Marine Corps must have modern
equipment, trained personnel and logistic support necessary to
attain and maintain the constant high state of readiness which is
required. This can be done only if there is full support from both
the American public and the Congress.

It has been stated, and also inferred, many times throughout
this thesis that in order to gain and sustain this public awareness,
understanding and support, there is a need for a coordinated Depart-
ment of the Navy Public Information Plan. Such a plan has been
devised and is now being distributed throughout the Navy structure.[1]

Included in this plan is a comprehensive community relations
activity outline for all commanding officers to follow in establish-
ing and carrying out their program for the calendar year 1965. The
Secretary of the Navy has directed all commands to keep their com-
munity relations program current, projected on a twelve month basis.

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[1]Secretary of the Navy Notice 5720 (Washington: Navy Depart-
ment, April 10, 1965).

This task has been made more functional by the requirement of a semi-annual report - due March 31 and August 31. This report will be submitted listing significant community relations programs accomplished during the period, and those planned for the following six months. It will in turn be submitted to the Assistant Secretary of Defense (Public Affairs) by the Chief of Information via the Secretary of the Navy not later than the dates listed above.[2] The format and substance of this report is found in Appendix D of this text.

In addition to this report, records of specific public events in support of community relations programs will be maintained by commanders at appropriate levels determined by the Secretary of the Navy. Records will be in sufficient detail to provide information to the Secretary of Defense if required. Such information will include, as a minimum, date and place of event; sponsor; names and titles of sponsor officials; names and titles of principal Navy officials participating; speakers, troop units, bands, exhibits, demonstrations, and administrative support provided; estimated size of civilian audience; and the total additional cost to the government.[3]

It is possible that some naval commands throughout the United States have not implemented the steps called for in these directives.

[2]_Department of Defense Instruction 5410.18_ (Washington: DOD, April 21, 1965).

[3]_Ibid._

This factor should be taken into account when considering the ensuing comments on current community relations practice.

II. NATURE OF FINDINGS

Introductory Remarks - The preceeding chapters have provided an overview of the community relations structure, mission and policies at various levels in the Department of Defense and Naval organization. Fundamental community relations precepts and principles, and their affect on community programs and personnel, were also discussed.

This chapter will concentrate on the basic aspects of Navy Public Relations of naval commands and installation in the field. No study of Navy Community Relations would be complete without an analysis of current practice, organization and philosophical views of people directly exposed to community relations at the local levels.

Approach - A questionnaire was drafted to obtain a comprehensive and up-to-date picture of the overall program from the operational viewpoint. The information gathered here has supplemented the material obtained from direct interviewing. Commands were selected by size and geographical locations for cross-sectional reference purposes. Copies of the questionnaire were mailed, together with the author's letter of explanation and an Office of the Chief of Information (CHINFO) Notice 5728 of 3 February 1965, calling attention to this study, to thirty naval commands throughout the United States. Commands ranged in size from the Navy

Propellant Plant, Indian Head, Maryland, to the Staff of the Commander-in-Chief, U. S. Atlantic Fleet. A complete list of the addressees is included as a part of Appendix A. Responses were received from twenty-four or eighty percent of the addressees. This included coverage on the significant geographical areas and levels of commands initially desired.

Aims - The objective of this step of the thesis was to determine the influence - and the degree - the following factors had on the command's community relations activities:

1. The extent of the community relations program of the individual installation or command;

2. Whether the program was founded on a written or planned community relations plan for that specific naval command;

3. The strong and weak characteristics of each individual command program;

4. The command and the commanding officer's emphasis and participation in community relations activities;

5. The command's relationship with other naval installations, in the same general area, in promoting and participating in community affairs;

6. The relationship with specific military-civilian councils in conducting local community relations activities; and

7. The personal influence and recommendations of individuals attached to the command for improving the overall program.

The information returned in the questionnaire was utilized in formulating an opinion on the effectiveness of the individual command program. Due to the scope and nature of this research project, it is

extremely difficult to discuss all the significant data uncovered in this step.

Instead, the remainder of this chapter will be utilized in presenting a broad overview of the field study and of the Navy's Community Relations Practice and Organization in general. A more specific and succinct tabulation of the questionnaire results is provided for the readers' perusal in Appendix B of this thesis.

The statements contained herein present the author's interpretation and evaluation of the findings of this survey. Critical and evaluative comments concerning current practice, in areas where weaknesses were noted, are offered constructively. They are based on the author's view of the overall survey and his personal concepts on the subject.

III. DISCUSSION OF FINDINGS

Program Dimension - The command's part in promoting community relations depends upon three distinct yardsticks - the size of the naval activity, its mission, and its location in the Navy Department's structure. All respondents indicated participation in outside community affairs, in some form or another. It either involved only the commander or members of his staff attending civic functions, or included the full participation of the command's personnel. The exact criterion behind any given activity or level of the command's participation was difficult to determine. It lay mainly in the
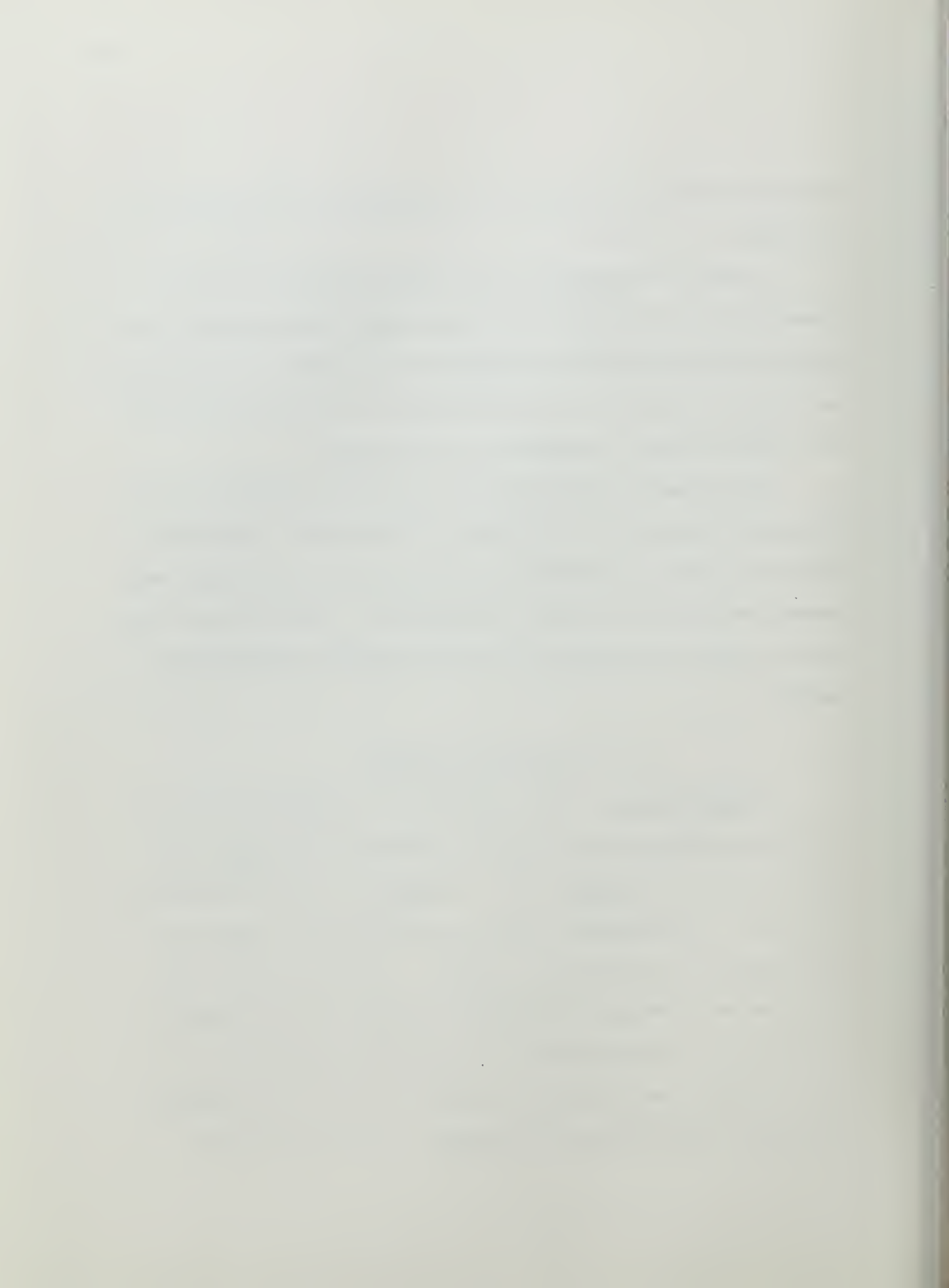
individual command structure and in the interest of the people responsible.

From the administrative viewpoint, the senior command's (Fleet, Force, Type Command, and Naval District) participation in community relations lay mainly in establishing policy, monitoring and coordinating the overall command public information programs of subordinate commands in their defined areas of responsibilities.

The degree of involvement of the senior command in community affairs seemed to depend on whether it was a combined sea-shore activity (Fleet, Force, Type Command) or a shore activity (Naval Districts and Chief of Naval Air Training). As a general rule, the senior commands based permanently ashore, with most of its subordinate activities ashore full-time, had the most effective program. The community relations program and efforts of the Fleet, Force and Type Commands was limited at best, or non-existent. The sea-shore command is primarily concerned with supervising and assisting the community relations programs of the naval units and activities under its control. In this structure, community relations exist almost exclusively at the local community level. The exception to this is the statement concerning the Commander's and his staff's participation in civic affairs.

The difference observed between the sea-shore command and the permanently shore based senior command lies in the latter's direct and continuous exposure to community relations activities. The shore based command couldn't possibly avoid community relations - even if it desired to. Not only is it responsible for the public relations matters

of activities permanently under its control, it must assume administrative responsibility of fleet units when they are temporarily based ashore in that District. Also, the senior shore command must conduct vigorous community relations of its own. It functions as a direct representative of the Navy Department on all policy matters.

Direct participation in community activities extends completely down the organizational structure, from the Commandant, Commander, or Commanding Officer to the individual Navyman.

Program Coordination - Quite often, community relations events arise where the subordinate command coordinate such matters with its naval district to avoid repetition and overlapping. A command temporarily based in another location, or a command with no program of its own, often turns to the naval district in which it is located for support and coordination. This is a requisite for full-fledged community relations coverage.

Without a doubt, the Navy's most effective and practical community relations efforts are conducted at the base level. The questionnaire has shown a multitude of ways of promoting better relations between the community and the naval installation (these methods are discussed in the "synopsis" section of this chapter). Each technique has proven worthwhile to one or more of the commands surveyed. In some cases, their application was unique, depending upon the command's environmental circumstances.

The subordinate command, usually located in a small command or functioning in a narrower realm of operation, normally has a long term community relations program established. In nearly all cases, in the estimate of the personnel answering the questionnaire, the current program was highly effective and the command enjoyed good community relations. For the most part, the results reflected a high degree of interest and public relations aptitude of the commanding officer and his PIO. The naval activities at the lower command and local community level were practically all integrated into the community environment. None were experiencing major problems and only a few had what they considered minor problems.

This demonstrates, to a degree, the cooperative relationships existing between the civilian and military personnel today as compared to the era a decade and longer ago. The change is seen in the joint civilian-military participation in annual events and in the combined assistance observed in community-wide emergencies.

This study on the community relations practices also revealed some basic tendencies which, in the opinion of this writer, restrict and impede the development of a full-fledged community relations program for the Navy. The following paragraphs reflect the author's views on this matter.

General Evaluation - At present there seems to be a lack of understanding as to what community relations actually are, where they

end, and where some other public information responsibility begins.
It seems the name "community relations" denotes a special connotation
that it is a branch of the Public Information Organization in the Navy;
that it is something engaged in when there is a military base or ad-
jacent community problem to be solved. Even in the restricted defi-
nition, that of classifying it separately with media, internal and
civil relations, etc., can community relations be viewed as a branch
of public information. Whenever a news release is put out, a naval
publication distributed, an open house held, or a little league team
subsidized, a naval command is entering the field of community relations.
The command, in practically every aspect, is aiming its message at the
local community when it is involved in a public information endeavor.

It is true, the further one goes up the chain-of-command, the
more removed he becomes from the practical level of community relations.
The actual "grass root" relationship exists between the Navyman and his
civilian counterpart at the base level. These are the individuals
directly responsible for the actual success of the program handed down
from above. This then, is the secret to the satisfactory performance
of the overall program. If these people are reached, then the community
relations program is functioning properly.

This does not construe that community relations are not important
at the intermediate and initial policy levels in the Navy structure. As
pointed out earlier, community relations play an inevitable part at every
level - national, state, city, etc.

This survey has revealed several outstanding, extremely well-organized community relations programs. Many of the commands have a written or formalized community relations plan to solidify their public relations program in the community. There are a few commands that have no community relations plan and a limited program. They conduct community relations in conjunction with and via the program provisions of senior commands. It would seem feasible that all commands should have a written community relations program (the Secretary of the Navy Notice 5720 referred to in Section I of this chapter will aid in this behalf). This plan will establish guidelines at the local level and will supplement the Public Information Manual.

Among other things, it could: identify objectives, pin point probable areas of friction and discontent, and outline the basic community relations techniques to be utilized by the command.

In considering the commands surveyed (30), a small number actually incorporate the combined features of plan and program. This evaluation stems from the theory of seeing community relations in the broad perspective. This is not meant to infer that the other commands are not conducting or promoting community relations. No statement could be more inaccurate.

It does indicate a possible infallible discrepancy in the extent and quality of community relations programs observed in the Navy. The margin of quality and the extent can be attributed to the talent and attention and resources given to produce such a program. Why not take

advantage of these elements in an accumulative plan?

Naturally, under these circumstances, certain disparities will be observed. It can be said, however, that a majority of commands surveyed are presently displaying the interest and the emphasis necessary for good community relations. But, within the context of this paper, the results of the questionnaire also show that a more extensive plan and program could be developed in a number of naval commands. There were several notable exceptions however. Of twenty-four questionnaires returned, five indicated an outstanding program in all respects and ten others reflected fundamental requisites and interest which would soon give them such a program. Unfortunately, space and time limit the number of naval activities which can and should be recognized for their specific contributions to Navy public relations.

IV. SYNOPSIS

The results of the survey of thirty naval commands throughout the United States has revealed a certain degree of homogeneity in the practice of Navy Community Relations. There were some noticeable differences, for a community relations program, by its nature, must be tailored to the community with which it deals. As a result, each program is at least in some measure "one of a kind" within the framework of programs and measures which are known to establish and maintain good community relations.

<u>Prescript</u> - In a broad perspective of the nationwide, Navy Community Relations Program, the author has concluded that there is, fundamentally speaking, a single principle behind effective individual command community relations. This principle remains the same regardless of the size of the command, its location in the Navy Department structure, or its geographical location. The author's discussion pertaining to this theory in the paragraphs that follow is based on the questionnaires returned to him by the various Navy Commands.

The naval public information officer and his commanding officer are integrally involved in two distinct approaches in fulfilling the requirements of sound community relations. These elements are a necessary part of the structure and practice of the Navy's overall public information program. The approaches referred to here are the <u>Active</u> and <u>Passive</u> sides of the community relations program. Each play an equally vital role in gaining public understanding and soliciting support for the local command and the Navy. They are interrelated in the sense of modern day communication technology and sociological developments. The success of one depends a great deal upon the application and success of the other.

<u>Active Community Relations</u> - Area one, that of an Active approach, will be discussed first since it is considered to be the more positive and also slightly more influential in light of the questionnaire responses. This role in the current practice indicates a more aggressive

approach to community relations throughout the command structure.

Basically, the Active approach incorporates a variety of public relations techniques which have proven to be effective in attracting and holding the attention of the civilian public. It also entails the use of a multitude of activities to bring forth the Navy story. This is done on a day-to-day, month-to-month, and year-to-year basis. It is a continuous or "on-going" attempt to keep the local people informed about what is "going on" in the local command in particular, and in the Navy in general.

This part of the community relations program includes the use of direct contact methods and such special events as:

1. Command Senior Officer Policy Lectures.

2. Sea Power Presentations and Demonstrations.

3. Guest Cruises - Available to outstanding civic and industrial leaders on major combatant ships as guests of the Secretary of the Navy.

4. Aviation and Parachute Demonstrations (Blue Angels and Shooting Stars Precision Exhibition Teams).

5. Emergency Assistance and Service.

6. Recognized Community Fund Drives.

7. Tours of Naval Installations and Ships - reaches a variety of groups such as:

    a. Boy Scouts.

    b. Newsboys.

    c. NROTC students.

    d. Elementary and High School Students.

  e. Educators.

  f. Civic Clubs.

  g. Fraternal Groups.

 8. Navy Exhibits, as:

  a. Major Expositions.

  b. Fairs.

  c. Static Displays.

  d. Civic Festivals and Conventions.

 9. Parades:

  a. National and State Holidays.

  b. Community Celebrations.

 10. Open Houses.

These events and/or activities are usually initiated at the
local level, coordinated and made available through normal channels.
Liaison with the Naval District Headquarters (PIO) in which the command
is located, and occasionally with the Civil Relations Branch, Office of
the Chief of Information in Washington, is a normal function in the
coordination procedure.

These and other methods have helped to integrate the local naval
command into the affairs of the community. Indirectly, they help expose
naval personnel to the familiarity and friendship in the community in
which they are a member. And conversely, it has enlightened the civilian
citizenry on the contributions a naval command may bring to the community.

This interaction, therefore, enables the Navy and the community to

better understand, and be sympathetic to, the problems that occur in the other's domain, and also between them.

Passive Community Relations - The Passive approach, as interpreted by the author, is that method or methods established in the community relations program for meeting any possible exigency. It is quickly available to the commanding officer for dealing with and contributing to the solution of problems that occur in the relationship between the community and the command.

It may be well to note here that Navy Community Relations are far from being "passive," as interpreted in the typical use of the word. In any given situation or problem there is a "static," or sometimes "negative," influence that occasionally disturbs the harmony of the existing environment. Such is the case in matters detrimental to the best interests of the Navy's Community Relations Program.

The term "passive" is given this part of the program, because, in more cases than not, the commanding officer and the public information officer must react in a manner contrary to standard community relations practice. Steps must be taken to off-set attitudes that are unfavorable to the command. These steps might include: (1) marshalling the solid support from the citizens and the local communication media, and/or (2) attempts to change the stated position of the "other side". The question about which approach should be used is a difficult one; it requires sound judgement and experience to answer it. Often some

situations require that both alternatives be taken at the same time.

Problems that arise in this area are generally classified in the "negative" sense, since they are prejudicial to the established trend of community relations. Problems of this type may be in the nature, depending upon the command's mission and location, of the following:

1. Sonic Booms.

2. Aircraft and Vehicular Noise.

3. Integration Rights.

4. Traffic Hazards and Congestion.

5. Adequate Off-Base Housing for Naval Personnel.

6. Accidents and Disasters.

7. Off-Base Disciplinary Problems.

8. Base Closures, and

9. Lay-off of Civilian Employees.

These situations, if they are neglected, are likely to damage the reputation of the Navy and the personnel located in the community. The complete community relations program could be placed in jeopardy.

The success or "neutralizing effect" of the _Passive_ methods in the program depends upon the success generated by the _Active_ approach. The civilian public will be more inclined to discuss and mediate the questionable areas if they are aware of and understand the contributing factors. The steps taken in the _Active_ approach merely set the stage

for the eventual action to follow in the _Passive_ approach in dealing with the community.

The former can be interpreted as establishing positive relations between the Navy and the civilian community. The latter is used to neutralize negative attitudes, so good relations may continue. Both play an important role in establishing the personal contact essential to a successful community relations program. Steps required in the Passive approach are primarily an extension and/or a development of the local contacts previously established in the Active approach. The satisfactory solution of community-command problems depends upon mutual acceptance and understanding. If this is not achieved, then poor or unsatisfactory community relations will exist. Civilian-Naval problems will not only be evident, they will continue to occur on a deteriorating scale.

Anticipatory response on the part of the PIO and the commanding officer on matters that may be offensive to the community is a vital part of any community relations program. Action taken here can conceivably eliminate considerable work and frustration in the Passive state later on.

It may involve indoctrination of base personnel, calling attention to unsafe or non-standard practice or behavior. It may require temporary deviation from known methodology, or it may be necessary to ask for outside counsel and assistance on the matter.

Whenever and whatever the situation, it is important that the command view and manage it from a position of advantage, a position that is prepared for any eventuality.

CHAPTER VI

SUMMARY

I. CONCLUSION

The state of national public opinion on any issue is the sum
of local opinions. If the issue has local as well as national flavor,
local opinions are more likely affected by local aspects.[1] National
public opinion toward the Navy, the degree of respect in which the
Navy is generally held by the American people, will depend to a large
extent on how people in large and small communities all over the country
feel toward local naval installations. This prevailing attitude is
exclusive of questions of high policy and sensational announcements
with high emotional content - both of which tend to affect public opinion
on specific, and usually temporary, issues.

The community relations program in the Navy is not the sole pan-
acea for informing the American public of the operations and functions
of the Navy. It is, however, a program in which the naval service and
its interrelated information activities can distribute the truth to the
"grass roots" publics. A successful program can only therefore result
in a more informed public.

While it is recognized that good performance is the cornerstone

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[1]Robert Lane and David Sears, Public Opinion (Englewood Cliffs,
N. J.: Prentice-Hall, Inc., 1964), p. 115.

of sound community relations, it is not realistic to expect the public to support Navy programs with which they are not familiar. It has become increasingly evident that the Navy will be supported by the American people only to the extent that its accomplishments and potentialities are made known to them. Ultimately, significant public support - or the lack of it - is measured directly in dollars and men. For this reason, it is imperative that each command give specific attention to conducting an aggressive community relations program.

The subject of "Community Relations" and the Naval Command covers a great deal of territory. In using the term, "naval command," it should be made clear the term applies to all commands, whether the naval unit is large or small, afloat or ashore.

Community relations, like so many command functions, is difficult to define and susceptible to no specific tests of "dos and don'ts" - the sort of list on which many commanding officers would like to rest their individual community cases.

Information and research in connection with this thesis has shown there is no set, established community relations program to handle the multiple and diversified interests of the United States Navy. The accelerated pace of world affairs and the increasing complexity and size of the Navy itself will act to counter the establishment of such a program.

But no matter how complex the subject or program may be, it is important that the naval command realize that community relations is one of its more important operational functions.

Efficient operation of a naval command is dependent largely upon reliable community service. The quality of local utilitarian services has a direct bearing on the cost of operating the command; the health of its personnel and their dependents; the turnover of civilian labor and naval personnel of the command; as well as the physical safety of the command and property of the naval personnel residing in the community. By accepting and fulfilling its civic responsibilities, the command can promote better and all-around community relationships and provide better living conditions for the installation's personnel.

Dealing with the subject of community relations in the broad sense, as this study has done, the naval commander must recognize the difference in "community relations" and "public information." Community relations identifies the policies and procedures of an individual or organization with the public interest. It calls for executing programs of action to earn public understanding and support. "Public Information," in the context of this thesis, is one of the tools of community relations.[2] In the broad perspective, it may be described as the employment of established means of communication media for the practical day-to-day business of apprising the public of what the Navy is doing. Community relations, today, go a great deal further than the responsibilities implied and outlined in the Navy's Public Information Manual.

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[2] Interpretation of the scope of Navy Public Information, as compared with Navy Public Relations, is taken from an article entitled, "The Naval Commander and Public Relations" written by RADM. J. L. McCrea, USN, for the Naval War College Review, November, 1953. Author's interpretation coincides with views expressed by Admiral McCrea on this matter.

While the basic outline of community relations activities may still apply
at the executive and administrative levels of the Navy Department, it
is certainly no longer applicable at the _functional_ _level_ - in the
local command which deals in the "nuts and bolts" aspects of community
relations. Here, community relations must be viewed as the ultimate
objective and not as a branch of Public Information. This is a limiting
interpretation given to the overall community relations program by the
basic structure at the top echelon.

        While the release of news is a primary function of any Navy Public
Information Program, even more significant is the conduct of community
relations programs which permit personal contact between the Navy and
the community at the local level.

        These programs, with their invaluable advantage of face-to-face
communications, are infinitely more effective in achieving long term
public appreciation, understanding, and support; and for this reason
constitute between sixty-five and seventy percent of the total public
information staff effort. Even major accessory functions of the public
information and command personnel, such as administration and supervision
and the handling of special events, are largely chargeable to the conduct
of community relations projects.

        Not all community matters fall under the direct purview of the
naval command's information office. But all impinge on its domain to
some extent. A significant step in the direction of good command com-
munity relations is building an awareness of the fact that casual, as

well as, official contacts with the community affects the image of the Navy.

II. RECOMMENDATIONS

Good community relations by a command secures local acceptance of the Navy in that it allays public mistrust of management from the seat of gcvernment (Pentagon), similar to the mistrust caused by absentee ownership in industry. The community public is led to feel that the local command plays an important part in community life. It needs to show that it is not merely a group of itinerants passing through and contributing nothing to the well-being of the community.

What effect does the Navy family have on the local community? Naval personnel and the business community often ponder over this question and search for data to support their contentions. A recent study by the U.S. Chamber of Commerce has produced some interesting statistics on the impact of new families on the community. Though the study was conducted in industrial rather than military communities, the income base was computed in a manner broad enough to correlate with a naval family income.[3]

One hundred new families in a community would mean: $710,000 more personal income per year; 359 more people, $331,000 more retail sales per year; ninety-one more school children; $229,000 more bank

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[3]"Information Briefs," Direction Magazine (Washington: Navy Department, February, 1965), p. 14.

deposits; sixty-five more employed in non-manufacturing jobs; three more retail establishments; ninety-seven more passenger cars registered; and 100 more households.[4]

It is the goal of every good naval community relations program to inform local citizens about the command itself. The local publics should be told how a command operates; what it contributes to the security of the nation; how many people it employs; the amount of its military and civilian payroll; what it spends locally; what its problems are; how it regards its community responsibilities; and what it contributes to the social and economic life of the community. By keeping the community informed of its activities, the command alleviates the chance of mis-understanding arising between the command and the community (see Appendix E for case history on how the Naval Air Station, Glenview, Illinois instituted a plan and program as described in this paragraph).

The author feels the most effective way of accomplishing the objectives stated above is through the establishment of a well-founded program, based on a comprehensive community relations plan. Such a plan may follow the recommended program provided below.

Eight Point Program - The actual Navy Community Relations Program should be patterned after an eight-point plan to gain the goodwill of the community. Some of these steps have already been referred to in

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[4]Ibid.

the discussion of community activities of the Navy.[5] A community
relations program outline, written by F. A. Hunt, VA Information
Service Representative for New England, is provided in Appendix F
to assist commanding officers in supplementing the following eight
point program.

The first step in the eight-point program is for the com-
manding officer and his staff, and particularly the public infor-
mation officer, to examine every command policy decision from the
angle of its impact upon the community. A careful review of command
decisions will eliminate many public relations problems that may
result from top-level policy. If such policy cannot be changed,
then steps for proper indoctrination of the poeple involved becomes
necessary.

In addition to the standard methods of informing the public,
the commanding officer has at his disposal the use of the conference.
In matters of policy change that will affect the population of the
community, the commanding officer may wish to hold a conference
with community leaders and the press. In this manner, he may ex-
plain the policy. This method has proven its value by eliminating
wild rumors, half-truths and the inaccurate passing of information
by local residents.

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[5]This program is taught to students at the Defense Information
School, Fort Slocum, New York.

The second step and a most essential one, is to provide an absolutely free flow of continuous and truthful information between the installation and the civilian community. All media of communication will be utilized - newspapers, magazines, radio, television, posters, and exhibits. A well-organized speakers' bureau is also included in this step. Commanding officers and public information officers recognize the right of the press to have information about the Navy and the local naval activities. The release of information must be done truthfully and impartially.

Sometimes the Navy must make a special effort to get its program before the people. When information concerning the local installation and its mission is broadly distributed, unsatisfactory attitudes toward the Navy are often overcome. Understanding on the part of the community citizen can often prevent bad publicity for the command later.

The two-way flow of information is one of the principles upon which Navy Community Relations is building. The Navy has recognized that information must flow freely between the naval installation and the civilian public -- at all echelons.

A successful example of this step is the case of the Glenview Naval Air Station. A plan and a publication, "Your Navy Neighbors," was devised in an effort to correct misunderstanding and to get before the people of Glenview a clear understanding of the Navy mission and what was actually going on at the Naval Air Station. This action

helped to prevent community pressure seeking base closure because
of noise and safety hazards.[6]

A third step, closely related to the free flow of information,
is a carefully planned program of special events. The Open House
is a particularly effective type of special event, but there are
many others.

The Navy Training Center at Great Lakes, Illinois, has insti-
tuted an intensive visiting schedule, tour and activity itinerary,
complete with handout material, for accommodating nearly 3000 visitors
each week.[7]

Other commands have similar programs which sometimes include
special performances arranged to satisfy the interests of the visitors.

Such events permit friends and neighbors to be guests of the
naval installation, to see what it does, to learn the Navy mission,
and to examine the methods, materials and people behind its operations.

The fourth step involves goodwill gestures to the civilian com-
munity - keeping alert to what is going on in the community and lend-
ing a helping hand to worthwhile community projects. Assistance by
the command in time of community emergency or disaster and health
agency fund drives are two such examples.

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[6]Letter from Commanding Officer, Naval Air Station, Glenview,
Illinois, July 10, 1965.

[7]Letter from Commander Naval Training Center, Great Lakes,
Illinois, June 24, 1965.

A more specific example of the Navy's service to the community is the program, entitled "Operation Handyman," inaugurated recently by the Naval Auxiliary Air Station, Kingsville, Texas. This program involves teams of Navy volunteers working during their off-duty time on projects in the city of Kingsville. Most of the work is done for elderly or handicapped citizens who are unable to do it themselves. The names of those needing assistance are provided via the Kingsville Chamber of Commerce by the clergy and the Welfare Department in the city.[8]

An important factor concerning goodwill is the proper acceptance of the community goodwill gestures toward the Navy. They should be promptly recognized and accepted with courtesy and appreciation.

It is equally vital that every effort be made to show the community that the command is willing and able to reciprocate in meeting civic and social responsibilities off-base, as well as on base.

The next step is concerned with the role of the individual officer, enlisted man, dependent, and the civilian employee of the Navy. The Navy considers each individual as having an area of influence in the community which includes from five to twenty people with whom he or she ordinarily comes in contact. Thus the individual becomes a key part of any fully developed community relations program.

His morale and state of training are of utmost importance for

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[8]Letter from Commanding Officer, Naval Auxiliary Air Station, Kingsville, Texas, June 25, 1965.

they greatly affect what he says and how he feels about the Navy in general and his installation in particular. What the individual says about the Navy is usually accepted as truth by those citizens within his area of influence.

The Navy's Information and Education Program is important in the role of the individual. In addition to the citizenship training given naval personnel, the program gives commanding officers the opportunity to acquaint individuals with local community affairs.

Basically, the individual Navyman's impressions of the Navy and the impression of the Navy that is held by the local community, constitutes an important part of the Navy image.

Another step in the program is a careful watch on the little points of friction that can often cause embarrassment and hostility. The guard at the gate, appearance of the base from the highway, telephone conversations, and civilian correspondence are particular points that deserve special attention.

Other sensitive areas in which civilians may be more directly involved, include such things as the transportation system, taxi fares, the local taverns, labor unions, and relations with minority groups.

This step is similar in many respects to point number one under the Eight-point Program. Alertness and careful examination of all base-community business and personnel activities by the command will greatly alleviate these potentially unstable community relations areas.

Step seven is to encourage Navy personnel to integrate into the

life of the community. They should become recognized as a part of the community; to belong to it -- not just pay their rent and do their shopping there. To build interest, confidence and goodwill, the individual Navyman must participate in community affairs just as the individual civilian citizen does.

Individual officers and enlisted men, and members of their families, often make contributions to community life. They may serve as leaders in community activities -- boy scout leader, coach of a little league team, officer in the PTA, teacher or officer in the church, discussion leader, chairman of a fund drive, or other similar activities. All cannot be leaders or civic officers, but individual participation in community affairs by Navy personnel often contributes greatly to the success of the command's community relations endeavor.

The last of the eight steps is to work with selected groups within the community. These selected groups include community organizations, advisory groups and other types of civilian-military relations committees. The groups will vary in different communities, but much can be achieved by working harmoniously with the worthwhile organizations.

By working directly with the local leadership, the commanding officer provides an opportunity for influential community members to ask questions and to become familiar with the naval installation's operation.

He may do this by initiating luncheons, tours and regular visits between civic leaders and the naval command personnel. This group might

well include: the mayor, governor, key personnel from the communications media and other professional organizations.

An excellent example of a command functioning actively with a civilian group is the U.S. Naval Base, Newport, R.I., program. This command has formally established (COMNAVBASE - NP Instruction 5726.3, 23 May 1963) a Naval Base Command - Community Relations Committee. It is composed of military and civilian leaders located in and about the local community. This organization has proven highly effective in dealing with Command - Community matters.[9]

This eight point program - to gain the confidence, cooperation and goodwill of civilian neighbors - will be conducted in different naval commands with varying degrees of success. The plan of action to be followed in carrying out the unit objectives will vary, naturally, from one command to another. But the basic tools in formulating a program plan will be applicable to all commands. It should be remembered that this is the desired program. It is a long-range plan and it requires considerable <u>time</u>, <u>effort</u> and <u>patience</u>.

In the final analysis, what is the core of effective community relations? Basically, it is merely being a good neighbor. An individual becomes a good neighbor by doing deeds in various ways at various times. This is true also for a naval command, regardless of its mission, size or location.

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[9]Letter from Commander U.S. Naval Base, Newport, R.I., June 30, 1965.

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Representative. Boston, July, 1965.

APPENDICES

APPENDIX A

BOSTON UNIVERSITY
SCHOOL OF PUBLIC COMMUNICATION
BOSTON, MASSACHUSETTS

6 June 1965

From: Lieutenant Norman D. Campbell, Postgraduate Student, School of
       Public Communication, Boston University

To :

Subj: Information Pertaining to the Naval Command Community Relations
       Program Activities and Organization; request for

Encl: (1) CHINFO Notice 5728 of 3 February 1965
       (2) Community Relations Program Survey

1. This letter is written to enlist your aid in a research project
currently being conducted in the field of Navy public relations. In-
formation obtained from command sources will be utilized in two ways.
First, it will serve as thesis material in the course of fulfilling
the requirements for a Master of Science degree in the naval post-
graduate curriculum at Boston University. The thesis topic selected
is The Current Naval Community Relations Programs in The United States.
And second, the Office of the Chief of Information has expressed a need
for such a study and has indicated an interest in the preparation of
instructional handbooks in this area. Enclosure one calls attention
to this project.

2. Enclosure two is forwarded for the purpose of soliciting informa-
tion and opinion pertaining to current command policies and practices
in the subject area. The survey is directed towards an examination
of the community relations program in the broad sense. As a result,
the questionnaire is somewhat long, and in some cases, the questions
may be difficult to answer for one reason or another. However, the
answers to all questions will be treated in the strictest confidence.
If you are unable to answer any particular question, please go ahead
with the remainder of the questions. The ultimate goal is to obtain
as complete an opinion on the subject as possible. In so doing, it
is hoped that a practical guide and synthesis of the most effective
methods in the field will be obtained.

3. Would you please forward case history information and pamphlets that may be pertinent to the command's community relations experience, along with the questionnaire information, to the following address:

<div align="center">

17 Birch Street
Needham Heights, Massachusetts
02194

</div>

This writer will be happy to <u>return</u> any or all material so received upon completion of the project.

4. Your prompt attention toward completing and returning the desired information by <u>1 July 1965</u> would be greatly appreciated. Thesis requirements for processing this information into a final draft require submission at your earliest convenience.

Thank you for your indulgence and cooperation.

<div align="right">

Very respectfully,

Norman D. Campbell
Lieutenant, 1310
United States Navy

</div>

SURVEY

ON

NAVAL COMMUNITY RELATIONS PROGRAM ORGANIZATION

IN THE

UNITED STATES

COMMAND_____ LOCATION_____

1. Does the command have a planned community relations program in its
    public information structure with specific objectives and activities
    organized to achieve the goals outlined in the Public Information
    Officer's manual?

    a. How many people are employed in this capacity?

    b. What are their functions?

    c. Is this a Primary or Collateral assignment?

    If there is no <u>formal</u> program, how is this responsibility handled?

2. What proportion of the command's public information effort, in
    regard to "time," manpower," etc., is devoted to community rela-
    tions activities? In the opinion of the respondent, and under
    the environmental circumstances involved, is this effort suffi-
    cient? Briefly explain <u>why</u> or <u>why not</u>.

3. Discuss briefly the command's policy and objectives in regard to
    its community relations program.

4. Has the command conducted a <u>formal</u> study of the social structure
    of the community? When?

    a. If so, how is this information utilized?

    b. How is it kept current?

5. What have been the most significant changes in the command's com-
    munity relations program in the last few years? Have they improved
    or hindered the community relations functions? Please elaborate:

6. What part does the command and its personnel play in promoting sound community relations?

   a. In what community activities does the commanding officer/officer-in-charge participate?

   b. How does the command find out about the sources of friction between the Navy and the community?

   c. What has been the major problem areas in the past year? How were they solved? What techniques were the most effective . . . least effective?

   d. Indicate any notable examples utilized by the command in improving the Navy's image in the community (tours, emergency service, open houses, exhibits, publicity, etc.)

   (Please forward any available material on such examples, i.e., brochures, outlines, pamphlets, and so forth).

7. Does the command coordinate its community relations activities with the naval district in which it is located? With other units in the naval district? In what ways?

   a. Is the degree of coordination and cooperation on these matters between the individual command and the naval district commandant level satisfactory? Please comment on the effectiveness or ineffectiveness of this relationship.

   b. In your opinion, how may this coordination be improved?

8. Does the command encourage its officer and enlisted personnel to affiliate with professional and civic organizations for the purpose of fostering good local community relations?

   a. List significant steps taken internally by the command to indoctrinate and encourage its personnel to help promote better community relations.

9. What other efforts are taken by the command to explain to its publics the Navy's mission, policies, and presence in the local community?

10. Has the command utilized, within the past 18 months, any of the naval special units (Blue Angels, Navy bands, etc.,), exhibition

programs, and general orientation methods available through CHINFO and the chain of command?

   a. If yes, explain the advantages and/or disadvantages noted:

   b. If not, briefly comment on why these activities were not utilized.

11. Does the command utilize a joint civilian-military council for handling community relations functions?

   a. What are the advantages of working with a committee of this type?

   b. What are the disadvantages?

12. Has the command experienced any difficulty in maintaining an "on-going" community relations program, one that continues to function efficiently after key personnel are transferred? Comment from own experience.

13. What are the command's recommendations for improving the overall community relations program?

14. Add any additional comments deemed appropriate to the subject.

QUESTIONNAIRE ADDRESSEES

1. Public Information Officer
   Commander-in-Chief
   U.S. Atlantic Fleet
   Norfolk, Virginia*

2. Chief of Naval Air Training
   U.S. Naval Air Station
   Pensacola, Florida

3. Chief of Naval Air Technical
   Training
   U.S. Naval Air Station
   Memphis, Tennessee*

4. Commander Amphibious Force
   U.S. Pacific Fleet
   San Diego, California

5. Commander Amphibious Training
   Command
   U.S. Atlantic Fleet
   Little Creek, Virginia

6. Commander
   U.S. Naval Training Center
   Great Lakes, Illinois

7. Commander
   U.S. Naval Training Center
   San Diego, California

8. Commander Cruiser-Destroyer
   Force
   U.S. Atlantic Fleet
   Newport, R.I.

9. Commander Key West Force
   U.S. Naval Base
   Key West, Florida

10. Commander Naval Air Force
    U.S. Pacific Fleet
    U.S. Naval Air Station
    North Island
    San Diego, California

11. Commander Cruiser-Destroyer
    Force
    U.S. Pacific Fleet
    San Diego, California

12. Commander Mine Force
    U.S. Pacific Fleet
    Long Beach, California

13. Commander Fleet Air Alameda
    U.S. Naval Air Station
    Alameda, California

14. Deputy Commander Submarine
    Force
    U.S. Atlantic Fleet
    New London, Connecticut*

15. Commander
    U.S. Naval Base
    Newport, R.I.

16. Commander
    U.S. Naval Test Station
    China Lake, California

17. Commandant, Third Naval
    District
    90 Church Street
    New York, New York

18. Commandant, Sixth Naval
    District
    U.S. Naval Base
    Charleston, South Carolina

19. Commandant, Eighth Naval
    District
    New Orleans, Louisiana

20. Commandant, Thirteenth Naval
    District
    Seattle, Washington*

21. Commanding Officer
    U.S. Propellant Plant
    Indian Head, Maryland

22. Commanding Officer
    U.S. Supply Depot
    Mechanicsburg, Penna.

23. Commanding Officer
    U.S. Naval Air Station
    Kingsville, Texas

24. Commanding Officer
    U.S. Naval Air Station
    Glenview, Illinois

25. Commanding Officer
    U.S. Naval Supply Center
    Bayonne, New Jersey*

26. Public Information Officer
    Defense Information School
    Fort Slocum, New York*

27. Commanding Officer
    U.S. Naval Air Station
    Los Alamitos, California

28. Commanding Officer
    U.S. Naval Air Station
    Lemoore, California

29. Public Information Officer
    U.S. Naval Academy
    Annapolis, Maryland

30. Commander
    Naval Reserve Training Command
    Omaha, Nebraska

* Questionnaire not returned

APPENDIX B

ABSTRACT OF QUESTIONNAIRE FINDING

In discussing the questions on the community relations survey form (refer to Appendix A), it is well to remember that personnel so involved were influenced by their own command situation and experience.

Question One

Does the command have a planned community relations program in its public information structure with specific objectives and activities organized to achieve the goals outlined in the Public Information Officer's manual?

Any formalized or planned program needs at least three elements: objectives; a plan of action; and a director. The survey has revealed that some commands do have a program as described above; there were several others that did not. All commands reported they were directly or indirectly involved in community relations in one way or another. However, out of a total of twenty-four respondents, five commands or twenty-one percent had no program of their own. This situation is described in Chapter Five, under "Discussion of Findings." Of the remaining nineteen commands, a total of seven, either substantially or partially, gave evidence of having a written plan to sustain their individual community program. Twelve activities, although stating they did have a planned program, neglected to show, in a convincing manner, just how their community program actually was organized.

In nearly all cases, the community relations program was described as a branch of the command's public information or service information structure. When the reverse of this situation occurred, a more significant community relations program seemed to result.

Personnel working specifically on community relations affairs, in correlation to the above paragraph, were usually assigned a collateral title to an overall primary public information assignment. There were exceptions to this, however.

The total number of people employed in this capacity ranged from a single Technical Information Specialist of a small In-Land Naval Command to a high of twenty-three individuals for a Research and Development Activity on the West Coast. The latter were all civil service information employees, except for two enlisted naval photographers.

The naval personnel complement of the responding commands averaged out to one officer in a primary information assignment and two enlisted journalists, also in a primary information assignment.

Question Two

What proportion of the command's public information effort, in regard to "time," "manpower," etc., is devoted to community relations activities? In the opinion of the respondent, and under the environmental circumstances involved, is this effort sufficient? Briefly explain why or why not.

The proportion of time devoted to community relations activities varies widely. A low figure of ten percent was given and considered sufficient by one command; other commands gave figures as high as 100 percent. Thirteen activities reported 50 percent or higher as the amount of time devoted to community relations activities. A percentage of 50% was the mean figure for time expended on the command's community relations program.

There was no correlation noticed between commands of approximately the same size or mission. The wide range reflected on the survey has probably resulted from two factors: (1) the interest and effort of the command itself and (2) the interpretation of Navy Community Relations as opposed to Navy Public Information.

Question Three

Discuss briefly the command's policy and objectives in regard to its community relations program.

The naval community relations policy and objectives survey question revealed several fundamental principles on which the typical command program was established.

Generally, most commands felt that good community relations were essential in building the desired image of the Navy. Cordial, positive action and cooperation were the key elements named in integrating the naval installation into the community. By associating the command's best interests with the best interests of the community, and by keeping the general public informed of its daily activities, the Navy was able to achieve the understanding and support needed to maintain its role in the nation's security.

The Naval Ordnance Test Station (NOTS) at China Lake, California explains its specific community relations policy as:

To provide the community of China Lake, within budgetary limitations and the directives of higher authorities, the best possible community environment with which to support the mission of the station.

The overall purpose of this policy is to enhance the
Navy's image in the eyes of the public and to inform
citizens on the uses to which their tax dollars are
being put.

Navy community relations objectives and policy are being
adapted nation-wide to provide the local community with an over-
all knowledge of the Navy. This is done through the development
of more personal contacts, by bringing the Navy into the commu-
nity.

Question Four

Has the command conducted a formal study of the social struc-
ture of the community? When? If so, how is this information uti-
lized?

The weakest area to appear in the survey results is the lack
of formal or informal study of the social structure of the community
in which the naval command is located. One command or five per cent
of the addressees reported the use of a formal study of the community
in regulating their command program. Several activities did report
the use of informal surveying, and this will be elaborated on later.
As a general rule, the respondents failed to see the need to
conduct such a study. Two or three felt that "by maintaining close
liaison with civic officials it was necessary to hold such a study."
However, one type commander stated "such a study was unnecessary and
unwarranted." A few others pointed out that "a formal study of the
social structure of the community is the overall responsibility of
the Commandant."
Mention should be made here that most local naval commands
do not have the authority, nor the facilities to conduct opinion re-
search on the desired scale in the civilian community. However,
Naval Reserve Public Relations Companies and civic leaders can con-
duct surveys which will aid the command in developing a sound program.
Also, the command itself can establish continuing "informal" research
methods.
Informal research was conducted by the Glenview Naval Air
Station. It began in the community library which contained fairly
complete information on the locality, in the area newspapers, and
by "casual conversations with the local gentry." A study such as
this does not have to be done overnight. It can be accomplished over
a period of several months; however, it is important to do it early
in a PIO's assignment so he may adapt his program as necessary.

The one command actually conducting a formal survey of the social structure had this to say:

> The information was utilized in the following
> manner: To help the community overcome its problems
> by offering consultation, advice and assistance. To
> prove to the community that the Navy and the /command/
> are interested in their community affairs; that /the
> Navy/ will assist, but not dictate or direct.

A naval activity on the West Coast reported that "although no formal study of this type had been made, it is imperative that both the social and economic structure be known if community relations programs are to function properly." The survey showed very few commands indicating the emphasis on the subject as strongly as this command did.

Question Five

What have been the most significant changes in the command's community relations program in the last few years? Have they improved or hindered the community relations functions? Please elaborate.

Generally speaking, there were few major changes reported in the community relations programs of the commands surveyed. One activity mentioned no significant changes in its program over the last few years, that "there had been many changes in detail, but not in basic philosophy." This usually is the case throughout the list of questionnaire addressees. The exceptions are reported below.

The most notable changes, according to the surveys, were: in one case -

> The establishment of a community relations plan
> and program. Prior to the plan, community relations
> was /sic/ on a 'hit-or-miss' basis. We waited for
> the community to ask us for a speaker, and if the
> command could find one aboard who wanted the assign-
> ment, a speaker was provided. In mid-1963 this con-
> dition changed with the command establishment of the
> community and public relations program. Since that
> time, the community has become more aware of the ready
> availability of speakers from the naval air station.

Another command reported a similar change:

A more aggressive, organized participation has been
developed between the command and the community within
the last year. The command's greatest effort has been
going out into the community, as opposed to waiting for
the community to come to the command.

The Naval Base at Newport, R.I., states its most significant
program change to be the establishment of the <u>Naval Base Command-
Community Relations Committee</u> (referred to in Chapter Six of this
text). This joint civilian-military committee acts as a sounding
board for community attitudes and possible areas of friction; and
as a workshop for working out policies and solutions.

Question Six

What part does the command and its personnel play in pro-
moting sound community relations?

The command's part in promoting community relations varied
with the type of command, its mission, and its geographical and
structural location.
Participation by the command ranged from the single indi-
vidual (the Commander) and members of his staff to "All Hands"
effort. Fundamentally, the role of the command in community affairs
depended upon the type of plan and program that it had established
for itself.
Nearly all the activities and methods utilized by the naval
commands throughout the United States are reported in section four -
"Synopsis" - of Chapter five. There are some specific exceptions,
such as: "Operation Handyman," a community project designed by
NAAS, Kingsville, Texas, and the use of the "Tour Trolley" by Los
Alamitos, California. This clever and colorful travel van is
used to accomodate visitors in touring the base facilities under
the guidance and continual briefing of station personnel. It has
proven interesting and educational for the civilian visitors, and
they seem to enjoy the innovation.
The primary methods of promoting community relations at all
levels seem to include the active participation of all base person-
nel in community activities. This active participation extends
down the chain-of-command, from the commander being an active mem-
ber in the many local service and civic organizations, to the un-
ranked enlisted man's aid in the various youth groups. The acti-
vities are many and varied.

The survey showed that sources of friction were discovered
in various ways, but primarily through personal contact with the
community. One command reported it accomplished this function
through "surveillance of the press, letters and phone calls from
the citizens." It was emphasized also that when a command is
integrated into the civilian community, informal communication is
sufficient to indicate any potential areas of danger.

Another command discovered its danger areas by "appraising
news editorials and letters to the editors of city newspapers, and
through subjective opinion based on contact with civic leaders,
media personnel and citizens."

The large civilian membership in the local Navy League Coun-
cil has been an excellent source in providing information about
areas of friction. The joint civilian-military council, working
together for the promotion of better community relations, has been
another valuable outlet for grievances.

The problems experienced by the surveyed commands are cate-
gorized in section four of Chapter five. Many of these are expe-
rienced on a continuing basis. Commands must regulate community
relations programs accordingly. The most effective technique in
combating circumstances beyond the command's control is to "mar-
shall solid support from the citizens and newspapers in the area."
Full information has been the best weapon in overcoming misunder-
standing.

Question Seven

Does the command coordinate its community relations acti-
vities with the Naval District in which it is located? With other
units in the Naval District? In what ways?

Close coordination between the Office of the Chief of Infor-
mation and the Naval District or other senior commands, and between
these commands and their subordinate activities is generally excel-
lent to outstanding. The immediate administrative command is the
connecting link in the chain-of-command community relations struc-
ture.

Occasionally, there are unavoidable and also bureaucratic
delays but this, according to those interviewed, is infrequent.
The weakest area of coordination, from the observations noted,
exists between the smaller naval units and the Naval District in
which they are assigned. There are several reasons for this but
the primary ones are: "shortage of qualified public information
personnel at the District level, the work being too heavy to per-
mit field trips and more adequate liaison; the distance, 225 miles

or better in some instances, between the district headquarters and the smaller unit;" and the simple hesitancy of the part of some command information people to utilize the assistance of sources available to them.

One way of overcoming this deficiency is through the establishment of a public information conference or "backscratching" session at least every three months. The "let's communicate" idea, highlighting the importance of open, two-way communication, was recently used effectively by the First Naval District PIO. He was able to fill certain vacancies existing in the district's community relations program, i.e., nomination for speakers and SECNAV guests, call attention to seapower audio-visual training aids that are available in the district (films, slides and models), and discuss the district's public information and community relations policy and schedule in general.

This method and others may be used to stimulate communication and improve interrelated activity liaison between the senior and subordinate commands. The idea is to maintain close coordination between naval activities in areas of joint interest via correspondence, by message and/or by telephone.

Question Eight

Does the command encourage its officer and enlisted personnel to affiliate with professional and civic organizations for the purpose of fostering good local community relations?

Navy personnel are openly encouraged to participate in "outside" affairs in a number of direct ways, i.e., command notices, the base newspaper, and other communication media, and by personnel publicity on community accomplishments. Indirectly, encouragement is shown to the Navyman, individually and collectively, by the naval activity itself. This is done through the command's use of Navymen as originators, coordinators, experienced guides, and interpreters in station tours and open houses. Full-fledged participation in Navy sponsored events in the community helps to encourage individual Navy members also.

One naval activity, the U.S. Naval Propellant Plant, Indian Head, Maryland, was recently selected by the Office of the Chief of Information to represent the Navy on a national television network. It was chosen for the oustanding record of its officers and enlisted men participating in local community affairs.

"Better community relations," according to the commanding officer of the Maryland plant, "begins with the commanding officer himself. His participation in civic affairs will provide the leadership and inspiration for others in the command to follow."

Only a few commands <u>officially</u> encourage officers and enlisted men to join community programs. An outstanding questionnaire example of this type of encouragement was reported by the Commander Amphibious Force, U.S. Pacific Fleet. This phase of the community relations program is established in COMPHIBPAC INSTRUCTION 5056.1. This particular directive grants special recognition to command (COMPHIBPAC) personnel in large units and ships who voluntarily participate in local civic organizations and activities. Letters of commendation and certificates of merit are made a part of the individual's permanent record. In addition, the individual receives force-wide publicity for his community relations achievements.

High level interest in community relations affairs participation is currently reflected in a letter from the Chief of Naval Operations, dated 2 June 1965. The subject is "Reserve Office Participation in Community Activities." This letter urges more active participation by reservists in local PTAs, service clubs, citizen groups, local government, etc.

The consensus here is that such participation not only improves the local impression of the Navy, it also offers a wider form for educating the civilian public on the Navy's overall values and needs.

Question Nine

What <u>other</u> efforts are taken by the command to explain to its publics the Navy's mission, policies, and presence in the local community?

One technique not previously mentioned for promoting community relations is the use of an informational handout entitled "Welcome Aboard" or "Your Navy Neighbors." A majority of the respondents reported using this format for indoctrinating the internal and external publics. This pamphlet or brochure may take many different forms and be of different content. But basically, it includes historical information on the command itself, and also on the community. The naval activity mission is given here. It could include an unofficial directory, maps and photography of the community and the naval base, and other items of interest to guide the newcomer in familiarizing himself about the naval command.

This pamphlet or folder may be produced commercially with the Navy's approval under certain stipulations. The most impressive examples of this type of brochure noted in the community relations survey were those distributed by the U.S. Naval Ordnance Test Station (NOTS), China Lake, California, and the U.S. Naval Supply Depot, Mechanicsburg, Pennsylvania.

The NOTS pamphlet is used on a continuing basis, while the one used by the Naval Supply Depot was for a single orientation visit on a specified date. The guests were the Military Liaison Committee of the Harrisburg Chamber of Commerce.

The "Your Navy Neighbors" magazine produced by Naval Air Stations, Glenview, Illinois and Los Alamitos, California, are two other fine examples for telling the local community about the Navy installation in its midst.

The handouts mentioned in this section are outstanding illustrations for use in promoting a long or short term community relations project. When incorporated into the overall community program, the brochure or handout can be an excellent aid in orienting the civilian and military publics.

Question Ten

Has the command utilized, within the past 18 months, any of the naval special units (Blue Angels, Navy bands, etc.), exhibition programs, and general orientation methods available through CHINFO and the Chain of Command?

A surprising fact learned from the survey results is the limited use of Navy special units by the naval commands. Eight activities, including a few from the senior command level, reported no to the use of these special units, exhibitions and so forth, in their community relations programs. Several indicated a lack of use or an awareness of the availability of such techniques, particularly the smaller commands far removed from the home base and scheduling center of these items.

Many of the senior commands have a well-organized and broad program which includes not just a few special units, but several under their jurisdiction.

Chief of Naval Air Basic Training Command (CNABATRA), Pensacola, Florida, utilizes, in addition to the Blue Angels, who are stationed there, performing units such as: Naval Aviation Cadet Choir, Starflights, a precision tumbling team, the CNABATRA Band and Flag Pageant. These units are available locally, as well as on a nation-wide basis.

The Naval Training Centers, Great Lakes, Illinois, and San Diego, California, and the Amphibious Forces, Little Creek, Virginia, and San Diego, California, are four other naval commands that use locally organized units and naval demonstrations to effectively improve the Navy's image in nearby communities.

Senior commands such as these are able to meet their own community activities and also fulfill other requests, within a small

radius, by using command organized special event units.

For example, the Amphibious Force Command presents Underwater Demolition Training Demonstrations, Sky Diving Teams, and the Force Band. The Naval Training Centers (NTC) have such units as: NTC Bands, Drill Teams, Drum and Bugle Corps, and the Bluejacket Choir. Units such as these are used almost extensively in support of community relations programs.

In general, however, the Navy is not gaining the full benefit or realizing the potential of the available orientation methods. Indications are that greater emphasis is needed on these highly effective media for communicating the Navy story. Command interest at the local and national level is also required on this subject.

Question Eleven

Does the command utilize a joint civilian-military council for handling community relations functions?

A third weak area to appear in the Navy's community relations program structure is the command's failure to use a joint civilian - military council for handling community functions and problems.

Fourteen respondents, nearly sixty percent, stated they did not use a civilian-military council of any form in conducting their program. Three other commands reported a limited or part-time use of such councils, "depending upon the project." With the exception of one command, the remaining commands reported working almost exclusively with the Navy League Committee in handling certain community projects.

Although the Navy League is an important and interested civilian audience which cannot be neglected, it would seem feasible that a separate council, composed of independent - as well as Navy League - community leaders would be more valuable to the command program. People further removed from the Navy scene need to be included in command matters at the community levels. They have not had the orientation, normally, that Navy League members have received. These influential people usually are not aware of the Navy's mission or its problems.

The one exception to standard practice on this matter is the U.S. Naval Base, Newport, R.I. This command has established a full time Command-Community Relations Committee (COMNAVBASNEPT. INSTRUCTION 5726.3). The effectiveness of this committee has been discussed in Chapter Six.

One subordinate command attached to the U.S. Naval Base at Newport had this to say about the advantages of such a council:

A feeling of understanding between the Navy and the
civilian community is fostered, and legitimate complaints
on both sides can be aired with the assurance on both
sides that the complaints will not go unnoticed by those
who can correct or improve conditions. This has proven
to be an excellent method for our particular area.

An outstanding example of joint civilian-military council
cooperation is "Operation Declarama," established and coordinated
by the city of Norfolk and the Little Creek Amphibious Force Com-
mand. This event is regulated by the "Military and Civilian Emis-
sary (MACE)" council, an affiliate of the Norfolk Chamber of Com-
merce. It is a joint effort at Christmas time. Decorative lights
are strung about the military installation and ships and the city
depicting the holiday season. The theme is "Light Up The Navy and
Norfolk."
What started out as a Navy idea for promoting community
relations has turned into a successful, combined civilian and
military venture.
Another command reported it did not utilize a joint civil-
ian-military council at present, but the idea was currently being
studied. It went on to say: "The problem is, it would have to
include members from at least eight, if not fifteen, surrounding
communities and /it/ might bring inter-community bickering over
trifles." This complaint was voiced by other commands also, in
explaining why such a committee had not been established.
In the final analysis, the second most important factor in
the successful operation of the community relations program is the
civilian-military council working jointly in community endeavors.
The number one factor, naturally, is still the individual citizen
and Navyman who seek to promote better relationships. The influ-
ential people that comprise this organization are highly capable
of anticipating, isolating and solving problems that may jeopardize
civilian-military relations. They work together and in harmony for
the good of the entire community. They seek to eliminate areas of
friction between the Navyman and the civilian. This is accomplished
through the establishment of interrelated sub-committees within the
council. Examples of these are: Recreational, Social and Cultural
Activities, Religion and Education, Municipal Relations, Housing and
Special Problems and Promotion. By meeting frequently, these sub-
committees are able to react to potential trouble areas, and also
provide guidance for more positive programs of interest.

Question Twelve

Has the command experienced any difficulty in maintaining an "on-going" community relations program, one that continues to function efficiently after key personnel are transferred? Comment from own experience.

All commands reported little or no difficulty in maintaining a continuing community relations program. The turnover of key personnel did not affect the program to any great degree. This functional arrangement can probably be attributed to: (1) the Navy's staggered rotational system, in which some key people are sure to remain in the command organization; (2) the "equity" resulting from the command's overall public information program; and (3) the community interest and orientation of the Navy in general, rather than in the individual personality.

A West Coast command had this to say about maintaining an "on-going" program:

> There should be no difficulty in maintaining continuity of programs if the public information department is reasonably well organized. Newly assigned personnel should be able to build on the contacts and programs of their predecessor. Turn-over files generally indicate to what degree the command has been committed. It then becomes a matter of continuing application of command policy.

The Glenview Naval Air Station reports its community relations plan as being extremely important in the turn-over of personnel. "New commanding officers are briefed on the plan, with each usually adding supplemental ideas of his own. This adds to the plan's effectiveness, and also provided a measure for frequent up-dating of the plan."

The staffing structure and turn-over schedule of key personnel and a plan of action are the determining factors in maintaining program continuity.

Question Thirteen

What are the command's recommendations for improving the overall community relations program?

Generally, the comments concerning question thirteen of the questionnaire have been incorporated in the discussion of Chapters

Five and Six. However, the conclusions reached by the Commander
Cruiser-Destroyer Force, U.S. Atlantic Fleet, sum up the basic con-
sensus concerning the requisites for tomorrow's Naval Community
Relations program:

It is felt that an increased emphasis on the part
of the Navy to meet and mix with the civilian public
and to keep the public informed of the Navy's mission
and local status is the key to an improved community
relations program.

This, undoubtedly, is the criteria which will eventually
determine the Navy image and the success of the Naval Community
Relations Program.

FIRST NAVAL DISTRICT'S ANNUAL "AD/MAT" INSPECTION GUIDE

1. Is the Public Information Officer engaged in such work as primary duty or collateral duty?

2. Is he a public information specialist?

3. Is he thoroughly familiar with sources of information concerning naval procedure and law?

4. Is he on the station duty list?

5. Does the Public Information Officer have direct access to the Commanding Officer?

6. Is the Public Information Officer designated as the sole person, other than the Commanding Officer, to deal with media of publication and civilian organization? If so, is this designation affected by an appropriate station order or directive?

7. Does the Public Information Officer have authority to call upon any activity on the station for assistance in connection with informing the public of the activities of that station? If so, by what station order or directive is compliance with his requests assured?

8. Is the Public Information Officer given freedom of action to call on press, clubs and radio?

9. What yeoman or clerical assistance is provided for the Public Information Officer? Is this full time or part time?

10. What liaison does he have with local press and radio media?

11. What liaison does he have with other Navy public relations activities?

12. Are all officers instructed as to the value of Public Information and the policy of the Navy Department in this regard?

13. How is public information correspondence routed?

14. What responsibility does Public Information Officer have for station visitor.

15. Does Public Information Officer conduct recruiting publicity?

16. What geographical areas are considered the limits of the Public Information Officer's direct contact with publication media?

17. Is the Public Information Officer in direct and frequent communication with the District Public Affairs Officer on matters relating to public information policy?

18. Is Public Information Officer responsible for preparation of radio scripts or photographic features?

19. Is a speech file maintained with material available for all different occasions?

20. To what extent does the public information department participate in club or civic organization appearances?

21. What records of public information activities are maintained?

22. Is there a complete file of necessary directives in the public information office?

23. What provision is made for coverage of events of local interest?

24. What provision is made for coverage of events of particular interest to naval personnel?

25. What personnel other than the Public Information Officer are given public relations assignments?

26. Does the Public Information Officer prepare and transmit "home town" stories?

27. Are the facilities of the Fleet Home Town News Center being utilized?

28. What priority is assigned to fulfilling public information office requirements in the station photographic laboratory?

29. Give report of inspection of photographic laboratory as regards news value of photographs, files kept, etc.

30. Is the Public Information Officer assigned transportation to conduct visits to media of publication and civic organizations within the geographical area for which he is presumed to be responsible?

31. What liaison has been established with VIP in the geographic area of responsibility; through what channels?

32. Is photo and biography file maintained on C.O., X.O., and other officers as appropriate, for use by media?

33. What means are provided for the release of information in the absence of the PIO?

34. Is there a file kept of civil organizations showing the officers, the purposes, and approximate membership?

35. Have all civilian organizations received an approximate evaluation as to the possibilities of their work for the Navy?

36. Is the attitude of surrounding communities toward the Navy favorable or unfavorable?

37. What action has been taken?

38. With what organizations in the following categories has liaison been effected? To what extent and in what manner?

        Civic
        Veterans
        Veterans Auxiliaries
        Naval Advancement
        Naval Advancement Auxiliaries
        Air
        Maritime
        Social and Cultural
        Women's
        Fraternal and Philanthropic
        Religious
        Youth
        Industrial and Scientific
        Commercial
        Political
        Patriotic (other than Veterans)

39. What liaison is maintained with the Civil Relations Division of the Officer of Public Relations in the Navy Department?

40. Have favorable comments been received from the community concerning naval personnel?

41. If so, have the personnel concerned been commended?

42. Have unfavorable comments been received concerning naval personnel?

43. If so, what corrective action has been taken?

44. What Public Relations engagements have been filled by station personnel in the past month? By whom and where?

45. Is there an established source of information from the command for advanced notices concerning local conventions, special meetings, etc.?

46. What other departments on the station are in direct contact with civilian agencies; i.e., welfare? etc.?

47. In what way do the heads of these departments (noted above) coordinate with the PIO?

48. What projects in Public Relations are underway at the present time?

49. Have recommendations made as a result of previous inspections been complied with?

50. What procedures govern visiting by the public?

51. When was the last open house held?

52. What exhibit material is available for community display purposes?

53. Does the Public Information Office subscribe to appropriate news publications, including major local newspapers?

54. Give an evaluation of the PIO - his ability, experience. Is he fully capable of handling his job?

DEPARTMENT OF DEFENSE DIRECTIVE 5410.18

SEMI-ANNUAL DOD COMMUNITY RELATIONS REPORT

Semi-annual Department of Defense community relations reports will be submitted in format and substance as follows:

1. Programs: List in brief narrative form the major community relations programs conducted during the reporting period, with special attention to:

    a. Exceptional accomplishment and results: List major community relations programs that have been particularly successful, giving reasons for success. Inclose pictures, press clippings, if available.

    b. Problem Areas: Include problems such as a shortage of personnel, facilities and equipment; base closures or reductions; law enforcement; public housing; racial issues, military noise problems; and public criticism of specific programs, actions or policies.

    c. Solutions: Programs to solve problems listed above, including successes and failures. Inclose pictures, press clippings or other materials as appropriate to illustrate problems or to demonstrate success.

    d. Recommendations for Improvements: Include specific recommendations concerning any steps which the Assistant Secretary of Defense (Public Affairs) might take to help solve specific community relations problems.

    e. Forecast: Include brief outline of significant community relations programs to be conducted in next six months which have potential national, international or wide regional interest, or which are likely to have major impact, either favorable or unfavorable, on public opinion.

APPENDIX E

COMMUNITY RELATIONS PLAN
NAVAL AIR STATION, GLENVIEW, ILLINOIS *

PROBLEM:

A recent attempt was made to have the U.S. Naval Air Station,
Glenview, moved from its present location, and then have the
land and facilities turned over to the Village of Glenview,
with the idea that it would be used for a space research cen-
ter. As far as is known, that is the second time that an at-
tempt has been made to have the Station moved. There may have
been others. The previous attempt was made about five years
ago, when there was a concerted attempt by many citizens to
have the Station moved on the grounds of safety from airplanes.
There is a very distinct possibility that the present attempt
is in reality a continuation of the former attempt, and that
space research is being used as the wedge.

BACKGROUND OF NAVAL AIR STATION:

Since its founding in 1937, the Naval Air Station has trained
thousands of Naval Aviators for active duty with the Fleet,
and these men have gone on to further training which enabled
the United States to successfully prosecute a war that, if
lost, could have made slaves of the American people. It is
still continuing to train men in the aviation fields. In the
time since the end of World War II, it has furnished entire
squadrons for active duty in time of war. The first time was
during the Korean War, and the second time was during the Ber-
lin crisis, when Squadron VS 721 was recalled to active duty.
The records of both times have amply reflected honors for
their state of readiness of the Naval Air Reserve Training
Command and the Naval Air Station, Glenview. The Naval Air
Station, Glenview, is now twenty-six years old, and its record
of safety is unmatched by any Naval Air Station in the mili-
tary services.

VILLAGE AREA VULNERABILITY:

    1. The dollar sign
    2. Loss of Motor Fuel Tax revenue
    3. Loss of State of Illinois and Federal school revenue
    4. Loss of part time labor force

5. Loss of jobs for Glenview residents
6. Loss of disaster protection
7. Loss of fire help
8. Loss of payroll, both military and civilian
9. Loss of community service workers
10. Loss of United Fund projects

MISSION:

To conduct a mass educational program which will tell of
the work that is being done at the Naval Air Station, Glen-
view, and the training that is being given to Naval Air
Reservists, and thus help to insure the freedom of the
United States and of the free world.

METHODS:

This program envisions the use of every means of mass com-
munications. This will include the following media?

1. Metropolitan newspapers
2. Neighborhood Chicago newspapers
3. Weekly area newspapers
4. Industrial newspapers and magazines
5. Radio stations
6. Television stations in area
7. Newspaper columnists
8. Radio commentators
9. Television commentators and newscasters
10. Weekly news magazines of Chicago newspapers
11. Chicago Council of the Navy League
12. Glenview Council of the Navy League
13. Service clubs (to be dealt with separately)

It should be noted that this program does not envision a
two-fisted attack, or rather, counterattack. Rather, it
should be an easy attack; a gradual infiltrating of the
minds of the members of the local community.

ADDITIONAL AREA OF COMMUNICATIONS:

1. Speakers' Bureau

   The Speakers' Bureau should be composed of officers of
   the Naval Air Station, preferably of senior rank, and

they should be men who have been in the Reserve Program for several years and thus well acquainted with its various facets. Since this is an all hands project, junior officers should be used in smaller meetings of the Question and Answer type. Senior officers should be held back for larger meetings and groups where the rifle type of shooting is necessary. Junior officers are better at the shotgun type of approach, and this is usually more prevalent in the smaller service-type groups.

In order for the Speakers' Bureau to function at its highest level, some system should be devised whereby officers will be informed of their additional obligation in accepting such speaking engagements as may come through the Command Liaison Office. In the past there have been very few officers who were willing to accept such engagements. In order to have some control over the subject matter of speeches, it is requested that all speeches either be written in the Command Liaison Office or that the outlines be made in the CLO Office in those cases where the officer prefers to speak "off the cuff" rather than read a prepared speech. This will make certain that all speeches contribute to the overall solution of the problem.

Each officer making a speaking engagement should visit the CLO Office for a briefing prior to making the speech. After the engagements have been filled, each officer should make a report on a form that will be furnished by CLO, as to how many people were present (estimated), how the speech was received, and whether any questions were asked.

The services of the Station Chaplin also should be used. This could be done by inviting ministers in the area to exchange pulpits with our Chaplain for a Sunday Service. If the Chaplain is not already a member of the local ministerial association, he should be encouraged to join. This is a valuable source of good will.

2. Billboards

It is suggested that consideration should be given to
several strategically-placed billboards in the immedi-
ate area. One such billboard might read "Glenview,
Illinois, Home of the Weekend Warriors". Man is ego-
tistical by nature, and since villages are collections
of mankind, they have the same reaction. This would
force the Village of Glenview into being proud to have
the Naval Air Station in its midst.

More advertising also is needed for the Naval Air Sta-
tion and for the Weekend Warriors. This could be fur-
nished by large billboard posters. Captain Atwater,
USNR, could be very valuable to us in procuring bill-
board space free of charge. There are also many large
billboard advertisers who do business with the Federal
Government, and these could be approached with the idea
of using some copy with their billboard advertising.

3. Community Service

It is true that there are personnel on the Station who
are engaged in various forms of Community Service, such
as Boy Scouts, Girl Scouts and their counterparts, but
there is still a large area where our poeple could help,
and there is always a strong need for community aware-
ness. There are also clubs which are open to new mem-
bers, and our personnel should be encouraged to join
them. These are all fertile fields in which to "spread
the word", and folks find it hard to go against their
members. There is too much of a tendency to withdraw
inside our tight little island of security and hold the
world outside our six foot fence. There is no doubt
that we of the Navy are a clannish lot and tend to stick
together, excluding outsiders. We must become "members
of the community".

4. Service Clubs

Public-relations-wise this is one of our most fertile
fields, since many of our officers could become mem-
bers of these clubs. These clubs would include the
Rotary, Kiwanis, Lions and Optimist Clubs. We should
also explore the possibility of becoming honorary mem-
bers of the local Chamber of Commerce, and a senior

officer should be delegated to attend all meetings. In
this way we could keep track of the pulse of the village
thinking, and thus be ahead of any adverse reactions.
This would enable us to plan counterattacks before they
become full-scale attacks. It is always better to fore-
stall and kill unfavorable actions if we know what they
are going to be than it is to have to be on the defensive
after they have happened. The initiative must become
ours. This is also a fertile field for our speakers, and
we should let these clubs know that we have speakers avail-
able.

SUMMARY

All of this may sound like huckstering, and it should, for that is
exactly what it is, in its simplest terms. We have a product to
sell to the general public, and we confidently expect to reap a
profit from its sale - the profit of confidence and friendship.

* This plan has been reproduced in the original text submitted
  to the author.

APPENDIX F

COMMUNITY RELATIONS

by

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A Working Definition

Community relations may be defined as the management function of --

Being A Good Agency
Being A Good Place To Work
Being A Good Neighbor
And Earning A Deserved Reputation For These Things.

How Do You Do It?

There is no black magic about attaining good community relations.
You reach this objective the same way you reach other goals --
with a workable program. For your community relations program
includes three interrelated elements:

1. You must live right . . . striving in every way
    to be a good neighbor.

2. You must tell your employees about it . . . really
    making them a part of the effort through formal
    channels of communication and through sincere human
    relations every step of the way.

3. You must tell the community about it . . . not only
    through press releases, radio and TV broadcasts but
    as one neighbor tells another through people-to-
    people contacts that share experience and common
    effort.

But any community relations program consists of a set of common
characteristics. It is the management function that assists
field station leadership in --

Keeping appraised of community attitudes.
Planning station policy in the light of community attitudes.
Executing action to earn community understanding.
Evaluating performance in this field.

The ideal community relations program, therefore, covers the following logical steps:

Fact Finding
Planning
Operations
Evaluation

Fact Finding

Managers and/or directors are responsible for keeping track of and determining attitudes of the community regarding their installations. They must be expert pulse takers, opinion samplers, and trend spotters.

First of all, you must know your community. Here is a checklist of factors about the community that may guide you in doing your homework.

1. Overall Factors:

   a. How big is the city in relation to nearby cities?

   b. What are the regional customs, taboos, traditions?

2. Communication Factors:

   a. What is the size and number of mass media, newspapers, radio-TV outlets? Who are the key people?

   b. What are the local journalistic traditions and standards?

3. Economic Factors:

   a. What is the community tradition regarding business, labor, Government participation in local affairs?

   b. What is the size, number and types of local industries? (e.g.: Is your installation a major employer, a major economic factor?)

   c. What is impact of installation on local economy?

4. Social Factors:

    a. What are existing social, religious, ethnic, educational, cultural levels, groupings, facilities?

    b. Who are the key people?

5. Government Factors:

    a. Who are the key locally elected officials?

    b. Who are the State and Federal officials?

Against this background, managers and/or directors must analyze the attitudes of the community concerning present and proposed policies and operations.

Here are four standard techniques:

1. Establish personal contact with State and local civic leaders, professional organizations officials, Congressmen, editors, publishers, broadcasters and other representatives of organized segments of the population in the area.

2. Check local newspaper news columns and editorials for clues to local opinion and attitudes.

3. Periodically review all opinions and attitudes to gain an insight into strengths and weaknesses of past relationships.

4. Sample incoming mail, contact interviews, to ascertain local trends in opinion towards his installation.

Planning

The next step is the determination by management of its many publics and relating their interests to the immediate and long-term objectives of your community relations programs.

How do you identify your many publics?

A "public" consists of people with a common interest. That's all. They need not be formally organized into groups. They need not even know each other personally. If they have a common interest, they

are a public. Stock purchasers are a public of the Securities Exchange Commission for instance. For other agencies, they are taxpayers, lenders, builders, educators, physicians, nurses, Congressmen, your employees and their families. Your station has relations with many publics--never with an abstraction such as "the general public."

You can gain insight into your publics by listing in one column your station's organizational elements and matching it with a parallel list of publics - i.e., people who have an economic, social, professional or political interest with the operations, objectives and performance of each of these divisions or sub-divisions.

You will readily see that each Agency program impinges on the interest of several important publics. The value of taking the time to list your field station's inter-relations has three obvious advantages.

1. It crystalizes your thinking and that of the entire field station on present and potential trouble spots and sensitive areas.

2. It can be used as a continuing training and management device to show employees how their every day actions are mighty important to their publics.

3. It helps you focus your informational output and rifle a specific message to a specific public through a selected media.

Operations

What you do and how you do it depends on the local situation and the available means. You have leeway to tailor your program to your problems. But, in general, you won't go wrong if your program includes the following points:

1. Pick the right men for the right jobs . . . Give them the ball

    Select top management staff members to help you administer the entire CR program.

    Assign other personnel to carry out the program.

Communicate the CR plans to all supervisors to gain
their understanding, wholehearted acceptance and
cooperation in working out ways and means to make
it successful.

Form an agency-wide community relations committee to
truly make the program everybody's business.

2. <u>Provide training</u> . . . <u>and more training</u>

Set up a continuing management training program for
all supervisors, one that stresses the crucial role
employees play in good community relations.

3. <u>Tell your story</u> --- <u>to employees and to the community</u>

Hold periodic meetings with supervisors and give them
a chance to raise questions as well as listen to what
you have to say.

Publish a station "house organ" or "newsletter" to
all hands.

Set up an effective bulletin board system.

Release news to the press, radio and television. (Your
employees have a right to know detailed information
about agency operations, employment trends, and over-
all progress . . . reach them via meetings, house or-
gans, bulletin boards, letters. But perhaps, the
community should also be given more information on
these points too . . . via press and broadcasting.)

4. <u>Meet with local leadership and the media</u>

Initiate luncheons, tours, and regular visits between
civic leaders and agency personnel, (e.g., Congressmen,
mayors, Governors, professional organizations and lead-
ers, key media personnel, etc.) Give them a chance to
raise questions and become informed about field station
operations.

Mail literature, reprints of clippings, news releases,
announcements to selected lists of community leaders
. . . this way you will be sure they see it. Under-
standing on this level can avoid a heap of bad publicity.

5. <u>Open your doors</u> - - - <u>with an "Open House"</u>

    Hold this agency-wide event at least once a year.

    Invite leaders from all your many publics to attend.
    Don't leave out families and friends of employees,
    or any group you feel would benefit from seeing your
    agency at work.

    Keep the "welcome mat" out year-round.

6. <u>Encourage wide participation by all employees in Community
    Affairs</u>

    Give active leadership to worthwhile community activities.

    Aid in charitable drives of wide appeal.

    Take part in significant occasions in the community,
    such as anniversaries, community parades, etc.

7. <u>Set up a Speaker's Bureau</u> . . . <u>and maintain it</u>

    Disseminate information, maintain rapport with opinion
    leaders, and participate in community affairs through
    this highly effective, person-to-person channel of com-
    munication.

<u>Evaluation</u>

Now that you have a complete community relations program in operation,
you will want to answer the key question: "How am I doing?" You won't
know beyond the vague generalities unless you evaluate regularly.

How do you "keep score"? It is difficult, admittedly. But you can
make a start by counting. For example:

    How many meetings attended?
    How many speeches made by speakers' bureau?
    How many news releases issued?
    How many radio-TV spots sent out?

You can also make surveys, if only informal ones. For example:

    What is the attitude of employees?
    What is the attitude of editors, broadcasters?
    How do local organizations feel about things?

In other words, you evaluate community relations much the same as you evaluate your other programs. By setting standards and noting whether performance measures up.

Periodic evaluation is necessary for community relations programs for one very important reason: attitudes are dynamic and unpredictable. But periodic evaluation will help you.
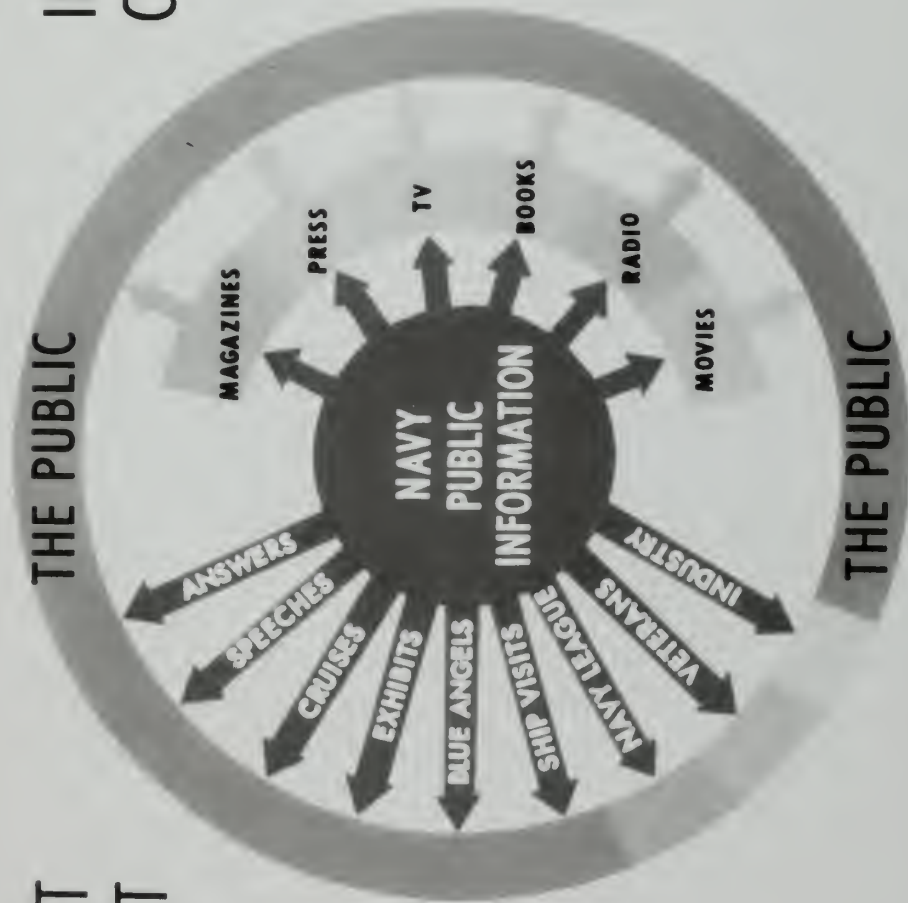
1. Adapt your community relations objective to timely needs.

2. Modify your procedure to deal with changed relationships.

INDIRECT CONTACT

THE PUBLIC

DIRECT CONTACT

THE PUBLIC

NAVY PUBLIC INFORMATION

MAGAZINES
PRESS
TV
BOOKS
RADIO
MOVIES
ANSWERS
SPEECHES
CRUISES
EXHIBITS
BLUE ANGELS
SHIP VISITS
NAVY LEAGUE
VETERANS
INDUSTRY